DOCUMENT RESUME

ED 042 858 UD 010 590

TITLE	Urban Washington: Apathy or Action? Report of the Governor's Council on Urban Affairs.
INSTITUTION	Governor's Council on Urban Affairs, Olympia, Wash.
PUB DATE	Nov 68
NOTE	68p.
EDRS PRICE	EDRS Price MF-$0.50 HC-$3.50
DESCRIPTORS	*City Problems, Economic Development, Economic Disadvantagement, Educational Planning, Educational Problems, Health Needs, *Housing Needs, Job Market, Job Training, *Rural Environment, Social Action, State Programs, Urban Education, *Urban Environment
IDENTIFIERS	*Washington

ABSTRACT

This report of the Urban Affairs Council of the State of Washington relates to discussion of and recommendations thereof on the following topics: job training and opportunities--job development, legal restrictions, and related services; housing--acquisition and dispersal of information, construction, conservation, and social choice; health care--dental care, health manpower, nutrition, escalation of health facility costs; addictions and related problems, the farm laborer, environmental sanitation, maternal and child health care, delivery of health care services to minority and low-income groups, and general policy recommendations; education--finances, organization, personnel, curriculum, and research; the physical environment--urban livability, property taxation, transportation, pollution, and governmental modernization; and, the non-urban sector--employment, farm laborers, education, health care, transportation, law and justice, citizen involvement in civic affairs, governmental reorganization, taxation, the aged, Indian affairs, and general recommendations. (JM)

ED042858

REPORT OF THE GOVERNOR'S COUNCIL ON URBAN AFFAIRS

URBAN WASHINGTON: APATHY OR ACTION ?

PRESENTED TO GOVERNOR DANIEL J. EVANS. NOVEMBER. 1968

A. LUDLOW KRAMER. CHAIRMAN

JOHN A. FITTERER. S.J.. VICE CHAIRMAN

SAM S. REED. EXECUTIVE DIRECTOR

UD010590

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

PREFACE

Our time is up. Washington State is no longer the sparsely populated, fresh air, wide-open-spaces refuge from the congested metropolitan areas of the East, Midwest, and southern California. Since 1950, our state population has gained approximately one million new residents. Almost all of our new residents, 97 per cent, were added in urban areas, eight of ten in the Seattle, Tacoma, Spokane, and Vancouver/Portland metropolitan regions. The latest United States Census Bureau report (released September, 1968) estimated Washington's population at 3,276,000. In only 16 years, our state population is expected to top 5,000,000. The Army Corps of Engineers projects that within 50 years there will be more than seven million people in the Everett-Seattle-Tacoma metropolitan area alone.

"Our time is up," Governor Daniel J. Evans has declared, "we can no longer ignore the fact that our towns have become cities, and that our cities have become regional urban sprawls. We cannot ignore the freeways tearing through the hearts of our cities, the pollution clouding both our horizon and our lakes, the rotting slums slowly creeping into our cities."

Urban growth and its massive attendant problems cannot be ignored. More importantly, we cannot ignore the exciting possibilities characteristic of urban life.

"We face a future of unimaginable wonders and accomplishments," Governor Evans has said. "It is crucial that we begin now to plan for this future, to build the kind of cities that do not crush man's spirit, but rather expand his horizons and enrich his life."

The advent of the urban life does pose these two possibilities. At this key turning point in Washington's history, it is we who will decide, by our foresight and our personal and collective commitment to action, the direction this state will take. Urban living can offer the environs for the highest level of human civilization. Inversely, we have seen much evidence in recent years that inhumane, miserable conditions in some urban core areas can lead to a brutal breakdown of human civilization. There is no question as to which of the alternatives is preferable for Washington citizens.

It is in this spirit that the Governor created the Urban Affairs Council in October, 1967, through an Executive Order, stating that the "solution to these urban problems present to us an enormous challenge and a commitment which will require the talents and energy of all our people, both private citizens and public officials."

The Governor selected Secretary of State A. Ludlow Kramer to chair the Council. Secretary Kramer has an extensive background in the area of urban problems, including service on the Seattle City Council, service as the Governor's Urban Affairs Coordinator for 1965-66, and service as co-chairman of the Decisions for Progress Conference.

With Secretary Kramer's assistance, the Governor appointed 18 lay-citizens, eight elected officials, eight ex officio members who hold non-elective governmental positions, and eight State government professionals. They were organized into six committees to investigate the problems of urban growth. These committees were: Education, Job Training and Opportunities, Housing, Health Care, the Physical Environment, and the Non-Urban Sector. The following are the members of the Urban Affairs Council:

JOB TRAINING AND OPPORTUNITIES

Arthur A. Fletcher, Chairman. Founder and president of the East Pasco Self-help Cooperative Association, member of the Pasco City Council, and presently an Employee Relations Specialist for the Hanford Contractors at the Hanford Atomic Energy Facility.

Thomas E. Bolger—Treasurer and member of the Executive Committee of Forward Thurst, member of the Board of Directors of the Seattle Area Industrial Council and Greater Seattle, and presently president of Pacific Northwest Bell.

Austin St. Laurent—Executive secretary for the Seattle Building and Construction Trades Council of the AFL-CIO.

The Honorable Charles Z. Smith—Former judge of the Municipal Court of Seattle Criminal Department, chairman of the Steering Committee of the Seattle Central Area Advisory Group, and presently King County Superior Court Judge.

Alfred E. Cowles—Former chairman of the Civil Rights Committee and former Executive Secretary of the Washington State Board Against Discrimination.

Byron E. Brady—Director, Washington State Office of Economic Opportunity.

Mrs. Maxine E. Daly—Commissioner, Washington State Employment Security Department.

Lyle M. Tinker—Chief of Manpower Training and Mobility, Washington State Employment Security Department.

HOUSING

David M. Scott, Chairman. Member of the King County Design Commission, member of the Board of Directors of the American Institute of Architects, and chairman of the Department of Architecture, Washington State University.

James R. Click—Former member of the Mountlake Terrace City Council and former chairman of the Southwest Snohomish County Regional Planning Council.

The Reverend John H. Adams— On July 1, 1968, Mr. Adams terminated his membership on the Urban Affairs Council to accept a position in Los Angeles, California.

The Honorable Phyllis Lamphere—Chairman of the Seattle City Council Planning Committee, former Vice-president of Forward Thrust, and presently Seattle City Councilman.

Richard W. Hemstad—Advisory member of the Governor's Farm Labor Advisory Committee, liaison for public service department of State government, and presently the Legal Assistant to Governor Daniel J. Evans.

William G. Seline—Former Executive Director for Tacoma-Pierce County Opportunity and Development, Inc., former Planning Director for the Tacoma Department of Urban Renewal, and presently Supervisor of Community Affairs for the Washington State Planning and Community Affairs Agency.

HEALTH CARE

Merle W. Haffner, Chairman. Chairman of the Environmental Task Force Committee of the Governor's Comprehensive Health Planning Council, Board member of Spokane County Comprehensive Health Council, and former chairman and leader of the World Food Conference.

Mrs. H. H. (Betty) Horne—Chairman of the Human Relations Committee of the Washington Congress of Parents and Teachers, chairman of the Cowlitz County Advisory Committee to the Department of Public Assistance, and former member of the YWCA National Staff of India, Burma, Pakistan, and Ceylon.

The Reverend Mineo Katagiri—Vice-president of the Seattle Planning and Redevelopment Council, 2nd Vice-president of the Seattle Urban League, and member of the Washington State Advisory Committee to the United States Civil Rights Commission.

The Honorable David H. Rodgers—Former member of the Spokane City Council and presently Mayor of the city of Spokane.

Dr. Richard H. Slavin—Former Special Assistant to the Governor of West Virginia, State Coordinator for Washington State Comprehensive Health Planning, Model Cities Coordinator for Governor Evans, and presently Director of the Washington State Planning and Community Affairs Agency.

Dr. Thomas Anderson—Assistant Director, Office of Planning and Evaluation, Washington State Department of Health.

Frank D. Baker—Chief, Comprehensive Health Planning Section, Washington State Planning and Community Affairs Agency.

EDUCATION

Robert C. Anderson, Chairman. Member of the Everett School Board and chairman of the Everett Advisory Council to the Washington State Board Against Discrimination, and presently Personnel Officer for the University of Washington.

Frank Hanawalt—Former principal of Garfield High School, former consultant to the Intergroup Relations Department of the Seattle Public Schools, and presently principal of Franklin High School, Seattle.

The Very Reverend John A. Fitterer—Former chairman of the Washington Council of the National Council on Crime and Delinquency and former Vice-president of Independent Colleges of Washington. President of Seattle University. Vice-chairman of the Urban Affairs Council.

Mrs. Fred (Helen) Radke—Member of the Washington State Board of Education, former member of President J. F. Kennedy's Panel of Consultants on Vocational Education, and former president of the National School Boards Association.

Mrs. Albert (Roberta) Barr—Former member of the Washington State Board Against Discrimination and presently Vice-Principal of Franklin High School, Seattle.

David W. Peyton—Former member of President Dwight D. Eisenhower's White House staff and presently the Planning and Program Assistant to Governor Daniel J. Evans.

THE PHYSICAL ENVIRONMENT

Langdon S. Simons, Jr., Chairman. Chairman of the Washington State Planning Advisory Council, president of Design for Washington, and president of the Foundation for Environmental Design.

King F. Cole—Volunteer secretary of the Associations for a Better Community (ABC), member of the Board of Trustees for Design for Washington, and presently Executive Secretary of Spokane Unlimited, Inc.

Carter A. Watson—Former Bellingham City Councilman, chairman of the Bellingham Planning Commission, and presently manager of market Development, Bellingham Division, Georgia Pacific Corporation.

The Honorable Ronald L. Hendry—Member of the Washington State Judicial Council, member of the Board of Directors of Tacoma-Pierce County Opportunity and Development, Inc., and Pierce County Prosecuting Attorney.

The Honorable J. D. Braman—Member of the advisory Council of the United States Conference of Mayors, member of the Executive Committee of the National League of Cities, chairman of the National League of Cities Committee on Transportation and Communication, and Mayor of the city of Seattle.

Charles E. Robinson—Member of the Constitutional Revision Committee and Assistant Secretary of State. Former Special Agent with the Federal Bureau of Investigation.

R. Philip Clark—Recreation Resource Specialist for the Washington State Interagency Committee for Outdoor Recreation.

Charles O. Morgan—Member of the American Newspaper Representatives Board and publisher of the East Side Journal (Kirkland).

Ernest Drapela—On April 12, 1968, Mr. Drapela terminated his membership on the Urban Affairs Council to accept a position in Eugene, Oregon.

NON-URBAN SECTOR

Philip E. Wainscott, Chairman. Former member of the Waterville City Council, president of the Washington State Crop Improvement Association and member of the Waterville School Board.

William B. Bonnett—Retired Assistant Division Manager of Puget Sound Power and Light Company.

Stanton W. Nystrom—Member of the Board of Directors of the Clark-Skamania Development Corporation, and member of the Clark County Committee on School District Organization.

The Honorable Lenore M. Lambert—Chairman of the Yakima County Health Board, member of the Board of

the National Council of Alcoholism, and Yakima City Councilman.

Donald Moos—Former member of the Washington State House of Representatives, member of the Governor's Advisory Council on Farm Labor, and presently Director of the Washington State Department of Agriculture.

John C. Finley—Associate Director of the Washington State Office of Economic Opportunity.

Sam S. Reed, Spokane, is the Executive Director of the Council. Mr. Reed's educational background includes a Bachelor of Arts degree in social studies and a Master of Arts in political science from Washington State University. As Secretary Kramer's Administrative Assistant in 1966, Mr. Reed was responsible for much of the research for the 1967 Executive Request urban affairs legislation. Mrs. Susan L. Woodard, Olympia, is the Council's secretary. Roland J. Cole, a Harvard University Undergraduate did much of the researching and writing for the report as a summer intern. Dee W. Jones, Seattle, served as the Information Coordinator for the Council.

Further staff assistance was provided by the executive secretaries of each of the subcommittees. The six committees used a variety of methods to develop solutions to Washington's urban problems. These included public hearings, forums, open meetings, tours, interviews with experts, panel discussions, and closed sessions with both experts and laymen. The staff supplemented this work with additional research.

The staff pulled together the work done by the committees in a series of drafts which the committee members revised and approved. Each recommendation of a committee was voted on by the full Council. Most of the recommendations were passed with unanimity. This is not to say that all members were in perfect accord with the final recommendations. It is noteworthy, though, that in spite of the highly emotional and controversial nature of the urban issues under consideration, and the heterogeneity of the Council membership, no member filed a minority report.

The Urban Affairs Council, in its advisory capacity, takes the position that its role is to set goals. The Council presents these goals, as recommendations, to the Governor realizing that he, his administration, and the Legislature must set priorities based on a multitude of factors including budgetary limitations.

The Council also takes the position that with its time limitations, its scope must necessarily be selective. The urban affairs field is vast. There is no single cause of urban problems. A seemingly infinite number of interrelated factors must be considered. Specific aspects of the problems of job training and opportunities, housing, health, education, the physical environment, and the non-urban sector were selected. Each obviously affects the others. A person is jobless, for example, not simply because there are few jobs available, but also because of educational, health, transportation, or housing problems, or some combination thereof. For this reason, the reader will find some commentaries, trends, and recommendations reappearing in various sections of the report.

Because of this selectivity, massive problems like crime, race relations, governmental modernization, tax reform, transportation resource conservation, mental health and retardation, vocational rehabilitation, **et al,** while considered important, were not covered, or they were given brief, general coverage in this report.

The Urban Affairs Council realized that the problems of race relations, crime, and civil disorder could not be excluded from its concerns. Therefore, the Council created a Commission on the Cause and Prevention of Civil Disorder in April, 1968. Some members of the Commission are on the Council, while other members were appointed specifically for this task. Bruce K. Chapman, a professional writer, and Franklin D. Raines, a Harvard University undergraduate, provide staff support. The report of the Council's Commission on the Cause and Prevention of Civil Disorder will be released within a month after this report. It will greatly supplement the Urban Affairs Council report as it probes more deeply into the problems of race and disorder with expository writing and statistical tables.

Over all, the Urban Affairs Council, its subcommittees, and its Commission on the Cause and Prevention of Civil Disorder discovered pressing and sometimes disturbing needs for change within our state. It became apparent quite early in the Council's work that advising the Governor and the Legislature of these critical needs would not be sufficient. Government alone cannot solve Washington's problems. A commitment to action by both the public and the private sectors is essential to attain the satisfactory resolution of our urban problems. The poor and the disadvantaged, especially Negroes, American Indians, and Mexican-Americans, critically need social and vocational skills to be able to escape their collective plight. Throughout the state we found these people eager to escape. Materially successful citizens need to develop a greater sensitivity to other racial and ethnic cultures and to develop an insight into the essential ingredients of viable communities.

An apathetic citizenry can only result in a deteriorating situation. The answer we advocate is for each of us who live in Washington State to make a personal commitment to action.

TABLE OF CONTENTS

	Page
I. JOB TRAINING AND OPPORTUNITIES	1
Job Development	2
Legal Restrictions	6
Related Services	8
Conclusion	9
II. HOUSING	10
Acquisition and Dispersal of Information	12
Construction	14
Conservation	16
Social Choice	17
Conclusion	18
III. HEALTH CARE	19
Dental Care	20
Health Manpower	22
Nutrition	23
Escalation of Health Facility Costs	23
Addictions and Related Problems	24
The Farm Laborer	25
Environmental Sanitation	26
Maternal and Child Health Care	26
Delivery of Health Care Services to Minority and Low-Income Groups	27
General Policy Recommendations	28
Conclusion	28
IV. EDUCATION	29
Finances	30
Organization	32
Personnel	36
Curriculum	40
Research	42
Conclusion	42
V. THE PHYSICAL ENVIRONMENT	43
Urban Livability	43
Property Taxation	45
Transportation	48
Pollution	50
Governmental Modernization	51
Conclusion	52
VI. THE NON-URBAN SECTOR	53
Employment	54
Farm Laborers	55
Education	56
Health Care	57
Transportation	58
Law and Justice	58
Citizen Involvement in Civic Affairs	58
Governmental Reorganization	59
Taxation	59
The Aged	60
Indian Affairs	61
General Recommendations	61
Conclusion	61
ACKNOWLEDGEMENTS	62

CHAPTER 1

JOB TRAINING AND OPPORTUNITIES

I was unemployed from December to April. I got sick of it. I went in for a periodic interview. They asked questions like, "How far will you drive?" I simply wrote on the back, "I'll pick up rocks or anything." I was called Tuesday to be employed in the processing plant. With the housing situation, however, you can't take a job anywhere unless you have a good car. This town has had it. This town feels the minority is a slave force, not a labor force.[1]

How a person makes a living is a vital determinant of his individual and social well-being. Almost every person feels the need to contribute to his own welfare through his own efforts. A viable society must provide an opportunity for every person to fulfill this basic need.

Employment problems have drastic social impact. Much of the alienation of a minority person, for example, is caused by the nature of his work. Those that are forced out of employment or denied participation in progressive, meaningful jobs feel a resentment toward society that has manifested itself in racial violence.

Those male members of a family who cannot adequately support their families feel a sense of shame and inadequacy that causes some to leave their homes. Consequently, their children grow up without fathers and, more often than not, graduate into the same cycle of unemployment, frustration and desertion.

Jobs not only provide security in the present to the individual, they insure the future for society as well. Some of the most vital growth services—health care, education, housing, planning, and administration of all types—require tremendous increases in manpower. Not only do people need jobs, but the job market needs people. The greatest social benefit will result from bringing these two together.

During April, May and June, the Job Training and Opportunities Committee held forums in seven Washington communities—Tri-Cities (Pasco), Bremerton, Tacoma, Spokane, Moses Lake, Yakima, and Everett.

[1]Testimony received at the Moses Lake Job Training and Opportunities Committee hearing on May 22, 1968.

The major objectives of these forums were to identify primary needs for improving statewide job training and job opportunities for the disadvantaged, to exchange ideas, and to hear specific testimony in support of individual and community needs.

The usual forum format was to hear and discuss information presented by representatives of public and private agencies, labor and educational institutions in the afternoon, and hear from people who have undergone training, representatives from civil rights and church groups, and other interested citizens in the evening. Information heard from those in the afternoon often provided a sharp contrast to that heard in the evening.

People speaking to the committee in the afternoon sessions included the mayors of several of these cities, Community Action Program directors, representatives of private industry, representatives from all levels of government, the local directors of Employment Security, and many more. The Committee also heard alcoholism experts, narcotics experts, and juvenile officers.

The staff has worked closely with the Governor's Office, the Employment Security Department, and the Department of Public Assistance to obtain additional information that was not presented at these forums.

Although there have been measurable gains in the personal income of many of our state's citizens, the conditions of many of our citizens—particularly many Blacks, Mexican-Americans, and American Indians—is one of deprivation and hopelessness.

The reason for this condition lies in three areas that need a concentrated attack—unemployment, underemployment, and lack of entrepreneurial skills.

Unemployment is the most obvious of the three, and the one that the Federal government and private enterprise throughout the nation have begun to attack jointly. The problem is not the lack of jobs. We have a rapidly expanding economy in Washington and new jobs are opening faster than employers can fill them.

An acute problem is that unemployment tends to be concentrated, instead of spread throughout the community. In Washington, unemployment concentrates in core city areas and in isolated rural areas. The unemployed usually live in these areas, and their inability to pay for innovative programs in their community schools, adequate housing, and sufficient governmental services tends to perpetuate unemployment.

The concentration adds to the problem in several ways. For instance, those on relief in the Central Area of Seattle might find jobs in the rapidly expanding job market in Everett, but they can neither afford to move to Everett nor buy available housing if they could get there. These areas cannot support the special levies necessary for their schools to develop programs designed

to resolve the unique configuration of problems of the community's children, so the young grow up untrained and, consequently, unable to hold a job. The inability to get to a health professional, the fact that none live nearby, means that many people become physically hampered in their ability to work.

In those places where the unemployed can get jobs, artificial standards and discrimination by employers can prevent these people from being employed. Lack of adequate education or vocational skills can pose a barrier. Legal problems, like the threat of garnishment and the inability to be eligible for bonding, also hinder the employment of the unemployed. The need for supervision for their children keeps many mothers now receiving welfare payments from working or engaging in training programs.

Closely akin to the problem of unemployment, and almost always present in the same area, is the problem of underemployment. Strictly defined, underemployment is a part-time job or a full-time job that pays less than $3,000 a year. One major problem of underemployment is that it discourages full employment. Our system of taking a dollar of welfare away for every dollar of income discourages people on welfare from taking any type of a part-time job. The fact that many of the unemployed can only look forward to being underemployed discourages the effort it takes to find a job. They said to us, "Why fight discrimination, lack of training, transportation away from home, and the physical effort involved for a mere $3,000 a year?"

In a broader definition, underemployment becomes an even more critical problem. If we define underemployment as working at a job below one's apparent potential capability, it becomes a problem of all society, not just those of low income. A free enterprise system demands a commitment to the world of work, and if such a system is to flourish it must provide an opportunity for individuals to fulfill themselves by working within it. Thus, make-work programs, whether in 1938 or 1968 are not the answer. Our society faces grave domestic problems involving population, unemployment, education, health, housing, and the physical environment. The unemployed and the underemployed must share in meeting those challenges, instead of being part of the challenge.

The third area of the job problem, and one related both to unemployment and underemployment, is the lack of entrepreneurial skills among many of Washington's residents. While many of the unemployed and underemployed—especially racial minorities and ethnic minorities—can now obtain capital for the first time to open their own business, they do not have managerial skills to operate a business with expert assistance. It is not part of the family nor cultural background of the disadvantaged to have learned capitalistic skills; i.e., experience in selling inexpensive items, relatives in business already, experience with budgeting and investing one's allowance, and enrollment in college and business school courses where entrepreneurship is taught by experts.

If given training in entrepreneurship, however, they could possibly become managers and entrepreneurs in the private enterprise system. The unemployed could start hiring the unemployed around them and the underemployed could find new fulfillment in being their own boss and having their future limited only by their own talents. The lack of Black capitalism, Indian capitalism, and Mexican-American capitalism is a shortcoming Washington must begin to overcome.

JOB DEVELOPMENT

In any discussion of job training and opportunities, one must

face squarely the related problems of unemployment and underemployment.

The problem of a sufficient number of jobs in Washington is many-fold. One facet is discrimination. The unemployment rate among nonwhites is twice that of whites. Practically all the administrative jobs are held by whites. Orientals have been fairly successful, but Indians, Mexican-Americans, and Negroes continue to face job discrimination in many areas of the state. The elimination of discrimination does not require sweeping changes in our economy or massive additions to our governmental agencies. It can be accomplished only if the will to do so can be generated. The leadership must come from the employer community of Washington state.

Obviously the State cannot simply outlaw discrimination without enforcement, and to enforce such a law in every business throughout the state is a massive task. Yet, one place where the State can make sure no discrimination exists is where the State acts as the direct or indirect employer. The State is the indirect employer in contractual arrangements with private industry, and permits employment when licensing certain businesses. Therefore,

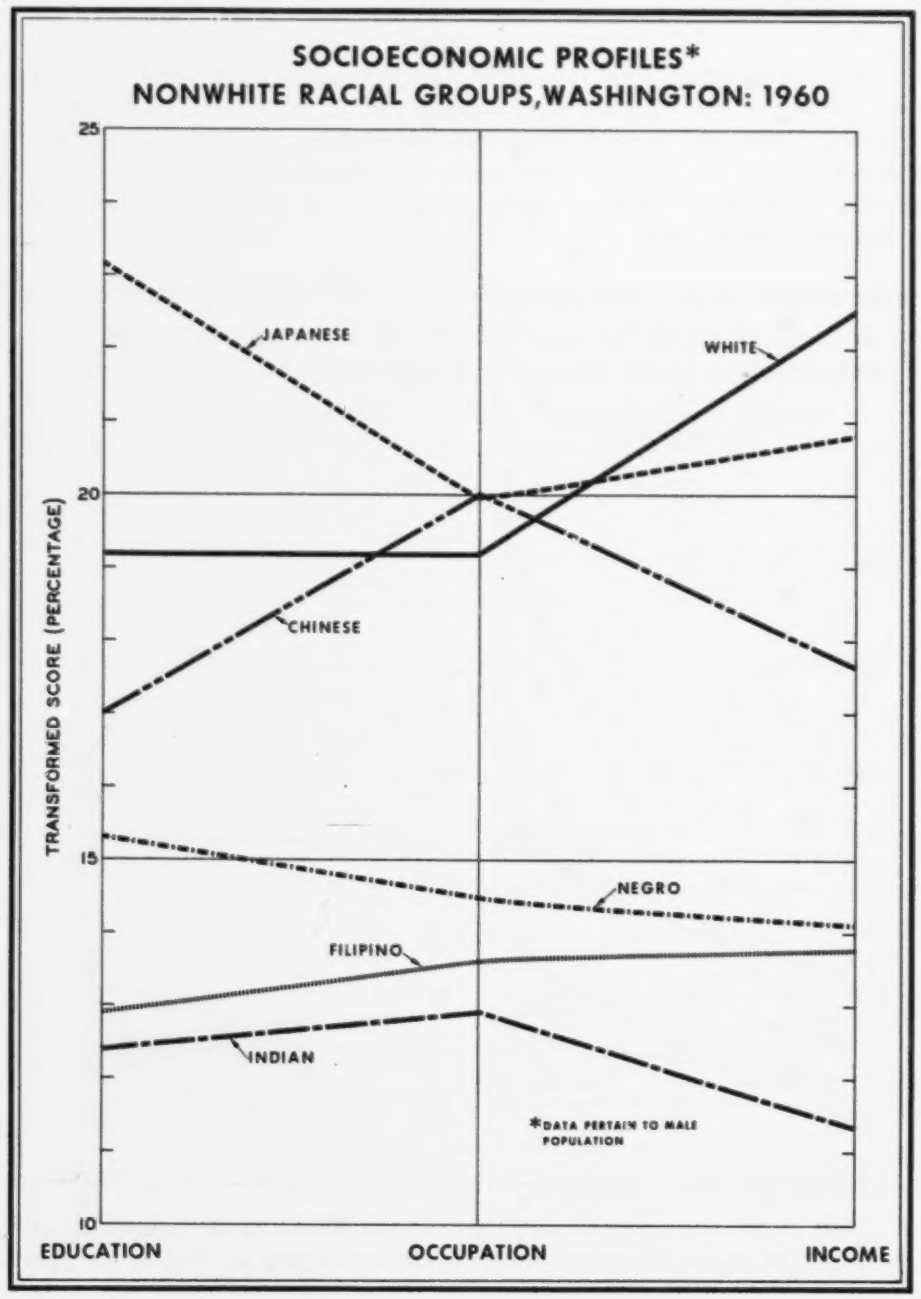
We recommend that the State require, in dealing with private businesses where contractual and licensing arrangements are in effect, vigorous enforcement of anti-discrimination laws.

Many efforts to develop jobs for the hard-core unemployed have failed. Quite often the men or women only last for a short time before they either quit or are fired. This pattern causes many employers to become reluctant to hire them. It has been found, however, that when employers and supervisory personnel are trained to work with the hard-core unemployed, the record of retention improves considerably. In many cases, cultural differences prevent the development of good rapport and, consequently, cause employer/employee misunderstandings. These can be resolved with effective educational programs. Therefore,

We recommend that training in employing the hard-core unemployed be given to public and private employers and supervisory personnel by such organizations as community colleges and the National Alliance of Businessmen.

Often, however, companies, particularly small businesses, cannot afford to send their supervisors to school to receive such training. Therefore, the training must be offered in flexible programs that, for example, could be given at the place of business.

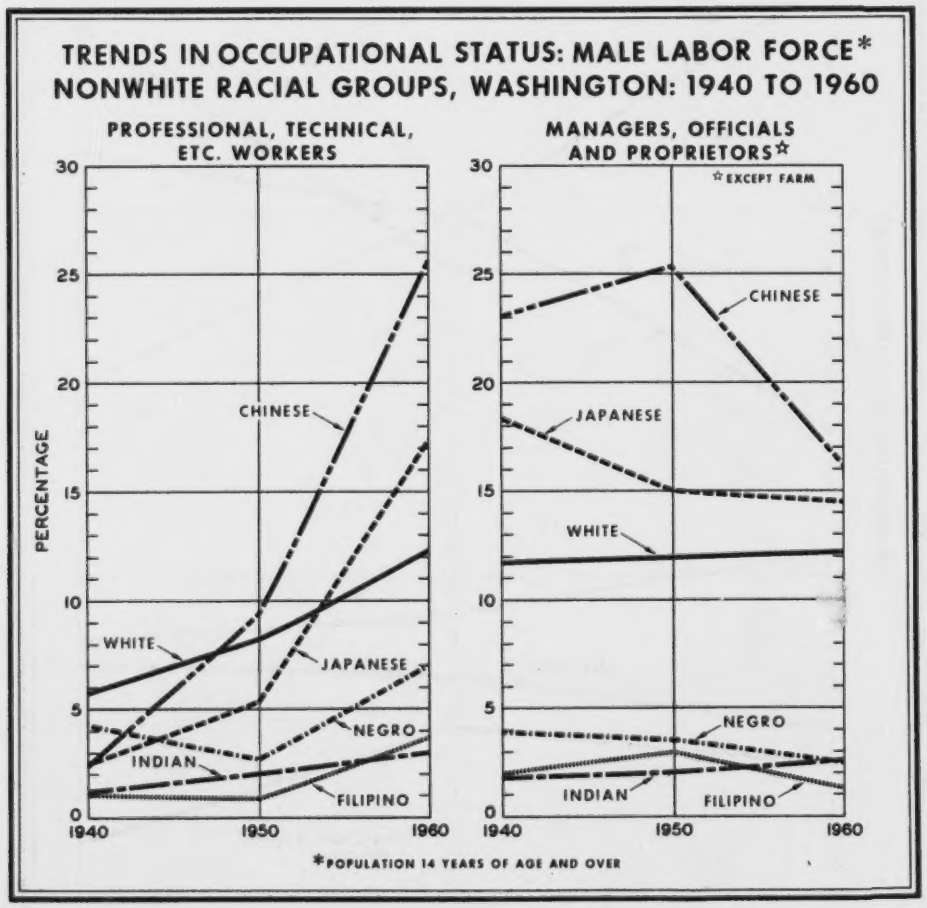
Another major job development problem is the need for more entry-level positions. Too often the jobs that are offered demand prior training and prior experience. As such, we need additional apprenticeship opportunities, more paraprofessionals in all the professions, and more on-the-job training programs. A learning



position both satisfies the immediate need for employment and provides the best job training experience. Therefore,

We recommend that the Governor and the Legislature provide incentives to industry for more on-the-job training, such as possible tax credits, and straight payment for instruction costs.

When the hard-core unemployed and underemployed citizens find work at the lowest entry level, it is essential that when merited, they be provided upward mobility. Unfortunately, the movement is often lateral and men are found still working at the lowest level after years of employment. It is important that this problem be attacked.



The rural areas and core city areas have a problem of job location. It does no good for the unemployed in Pasco or Spokane to know that numerous jobs are opening in Everett. If it causes them to move and add to the tide of untrained and unemployed in our cities, it has a negative impact in Washington. We have not given enough attention to bringing jobs to the people rather than bringing the people to jobs. This can be done in several ways.

The first way is to locate essential governmental agencies in target areas of unemployment and underemployment. Such agencies could then hire directly from the area and help to relieve the problem. However, whether located in a depressed area or not, local government should be one agency involved in this problem. Local governments, however, lack the necessary financial resources. Therefore,

We recommend that county and municipal governments receive state funds to create positive and effective programs to employ and train the disadvantaged.

The second is to encourage private industry to locate in such areas. This can be done in a variety of ways. The appropriate governmental agency can remove zoning restrictions or add tax and subsidy incentives. Transportation routes can be channeled so that businesses can profitably sell from these areas.

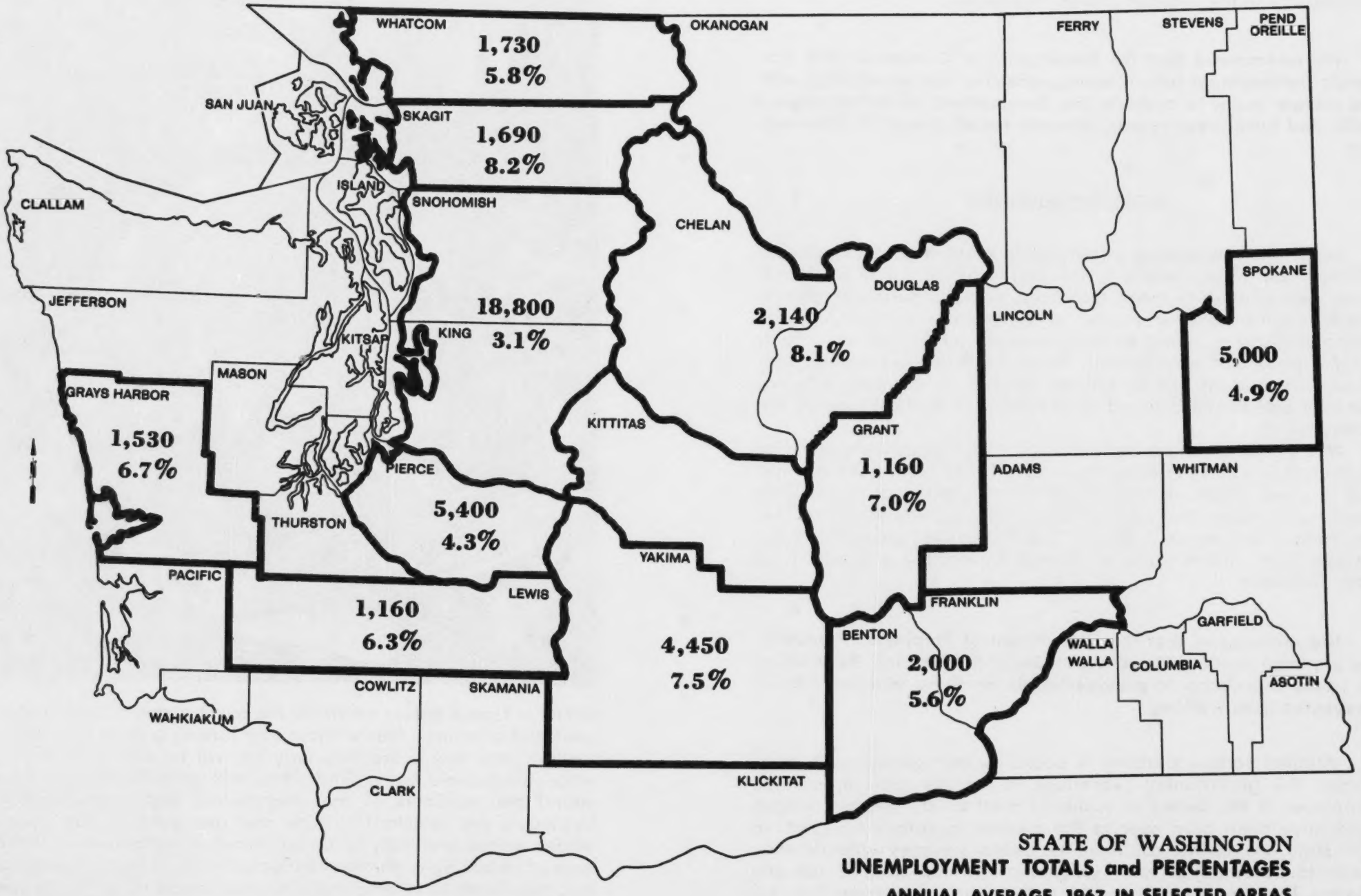
In order to encourage industry to locate in non-industrial places, these areas must have the help of local and state government. In local government, the port district is one type of government that could help attract businesses. Yet, in many areas so many port districts exist that no one is big enough to do an effective job. Therefore,

We recommend consolidation of existing port districts where there has been an unreasonable proliferation in order to maximize the possibility of industrial promotion.

State government could help through the Department of Commerce and Economic Development. Therefore,

We recommend that the Department of Commerce and Economic Development have a unit that would assist non-industrial areas (i.e., rural or core city areas) gain economic independence.

Finally, we can work to develop jobs among the disadvantaged people themselves. Training and capital for both individual



STATE OF WASHINGTON
UNEMPLOYMENT TOTALS and PERCENTAGES
ANNUAL AVERAGE, 1967, IN SELECTED AREAS

and community businesses, stores, and banks is an efficient and far-reaching way to provide meaningful employment for the unemployed and the underemployed. Therefore,

We recommend that the Department of Commerce and Economic Development take a strong, effective role in working with the private sector to assist in the development of entrepreneurial skills and businesses among minority racial groups in Washington.

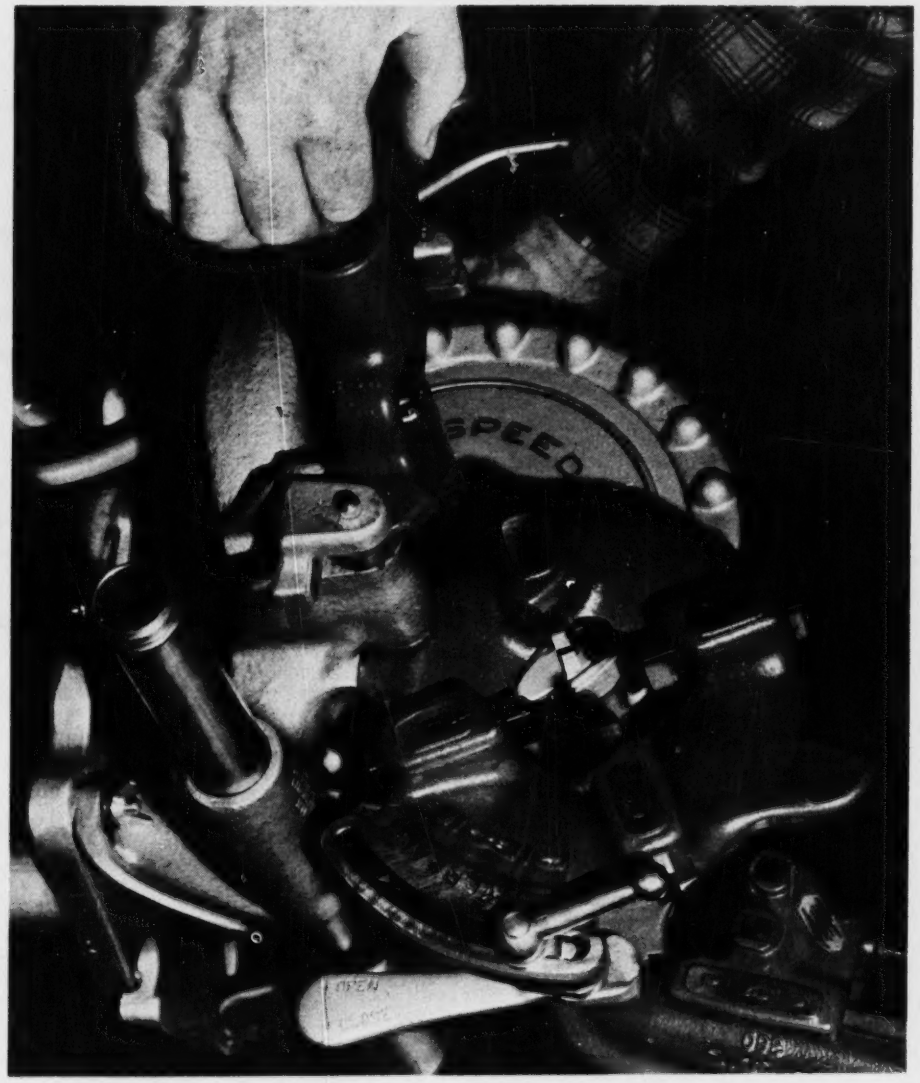
LEGAL RESTRICTIONS

Legal restrictions pose a formidable problem to the hard-core unemployed. Many people in this state are willing to work and have jobs offered to them. Obstacles such as bonding requirements, garnishment of wages, and the laws surrounding the hiring and use of young people, however, inhibit the acquisition and/or pursuit of employment. Many legal barriers are counterproductive and should be revised both to satisfy their original purpose and to cease to act as a hindrance to the hiring of the unemployed.

Many people cannot work in certain jobs because no financial institution is willing to bond them. Either they have been a credit risk or have something detrimental on their personal record. This need not happen. Metropolitan areas like Los Angeles have experimented very successfully with public bonding unions for these people. Such unions could be formed here easily and with little cost. Therefore,

We recommend that the Department of Employment Security be provided funds and work with the State Banking Association to create a program to provide bonds for those who have been prevented from working.

Another serious problem is posed by our garnishment laws. Under the garnishment procedure, a creditor can require the employer of his debtor to withhold most of the debtor's wages and have them paid over to the creditor to satisfy his debt. In this state, the creditor can have the debtor's wages withheld even prior to obtaining a court judgment that the debt is actually owing. This provides the creditor with enormous leverage over his debtor who usually is a wage earner buying merchandise on time and who has no savings to fall back on pending a determination of whether the amount claimed is actually owing. Often the



debtor is forced to pay whatever the creditor claims is owing plus costs and attorney's fees without ever having a court consider the matter, since this is the only way he will be able to obtain his wages and avoid being fired. Thus, our garnishment laws compound the problems of the unemployed and underemployed. Employers are reluctant to hire and are quick to fire persons whose wages are likely to be subjected to garnishment and the ease of obtaining a garnishment actually encourages less scrupulous merchants to extend credit to poor credit risks. While credit counseling and credit assistance could be more widely and cheaply available to the poor, legislative reform is needed. Therefore,

We recommend legislation which will prohibit the garnishment of wages prior to the entry of judgment and the liberalization of wage exemptions so that debtors will be able to maintain an adequate standard of living.

We further recommend an analysis in depth be made by the State Banking Association, the State Bar Association, appropriate state agencies and representatives of the poor with the objective of developing longer-range solutions for the financial problems of debtors and the poor.

The use of tests as a basis for hiring is another serious problem. The use of Civil Service tests in state government, for instance, acts as a subtle form of discrimination against those in minority cultural backgrounds. Tests that put a premium upon acquired knowledge rather than natural ability are unfair to those who attended poor schools or were raised in an environment that did not provide intellectual stimuli. The argument is not against tests per se. They are a valuable tool in eliminating overt favoritism and assuring that the competent are hired. They must be constantly re-examined, however, to make them as fair to all groups as possible, and to assure that they test job competence rather than simply acquired "book knowledge" or familiarity with white, middle class environs. In any case, they should not be the sole criterion for employment. Therefore,

We recommend that the Washington State Civil Service and private employers' aptitude tests not be the sole basis for employment. We further recommend that both governmental and private employers re-examine testing and interviewing procedures to eliminate cultural bias.

Another series of legal restrictions discourages the hiring of young people. Minimum wage laws are an excellent concept. In the case of minors, however, they often preclude learning jobs and increase employer reluctance to hire this age group. The requirement of a written permit for each employee under the age of 18 is such a bother that many employers will not hire them. Therefore,

We recommend that the Department of Labor and Industries and the Legislative Council Committee on Labor re-examine the out-dated child labor laws and give consideration to establishing work experience training programs for youth.

State welfare laws create another major legal problem. First, case workers in the Department of Public Assistance are prevented by the legal definition of a case (i.e., usually only the unemployed) and the required case load from working with most clients after they are employed. In most cases, this additional counseling is necessary since finding a job is merely one aspect of the client's problem. A way must be found to enable case workers to perform this service. Therefore,

We recommend that the Department of Public Assistance study the possibility of changing state restrictions on case loads to enable continuing supportive services to the welfare recipient during the critical post-employment period.

Another legal question regarding welfare is that of work incentives. A person needs a minimum level of income in order to survive, and the state has shown a commitment to provide this when necessary.

For every dollar that an adult on public assistance earns, however, a dollar is deducted from his financial assistance. Since to work involves considerably more effort than not working, and since expenses of clothing, travel and often child care mean that working may be far less profitable than the gross salary makes it appear, the deduction destroys the incentive of welfare recipients to work. The system should not operate this way. We strongly urge that state law and regulations be changed to provide incentive rather than hindrance to work.

RELATED SERVICES

Government must improve the scope of its approach to the employment problem. The State of Washington has demonstrated that it can provide most of the citizens jobs. Constant effort over the past 35 years, however, has not produced sufficient results with minorities or certain areas in our state. We need to try new and innovative methods, and not allow ourselves to think that more of the same will truly solve the problem.

The unemployed and underemployed often need both advice and other forms of assistance to join the world of the fully employed. Mothers need inexpensive day-care facilities for their young children before they can work. Many people simply need counseling in what the employer expects and how they can best perform. We cannot fully solve the job problem until needs for related services are met.

To find information in any field requires both staffing and funding. Many agencies of state government, however, can only offer programs on a daily basis. The one particular exception, the Planning and Community Affairs Agency, is involved in long-range planning based on current resources and knowledge. No agency is primarily concerned with acquiring new knowledge and developing entirely new concepts. Therefore,

We recommend that the Washington State Legislature in cooperation with the private sector create a "think factory" to thoroughly study and document human resource problems and make innovative recommendations to the Governor, the Legislature, and the private sector.

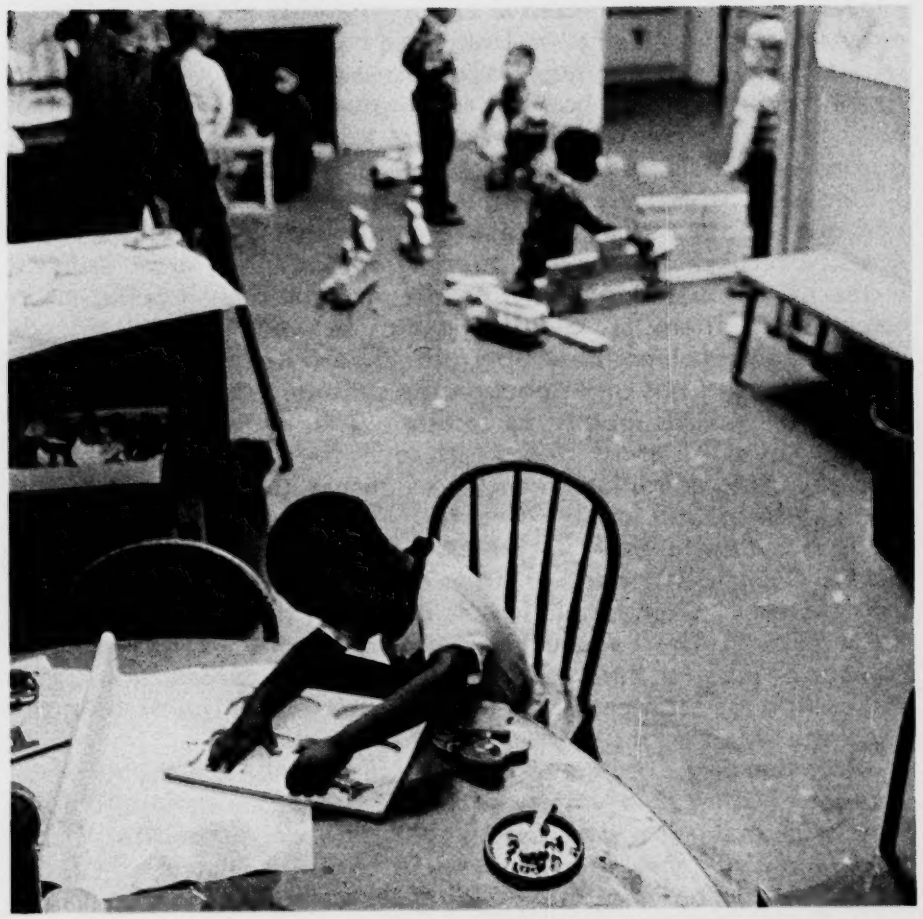
Our state can use such an institution, as also recommended in Chapter I, that could be independent and draw on a broad spectrum of people to work on a variety of problems.

State government should also have a chance to experiment with new programs on a small scale to assess their effectiveness and develop them for use on a wider scale. Therefore,

We recommend that the Governor be provided an "Experimental and Demonstration Project Fund" for the 1969-71 biennium to develop new human resource programs.

Activity in state government must be accompanied by adequate dispersion of information to the public. Obviously, people do not gain from programs they do not know exist. They must know what is offered and where so they may take advantage of state government services. Therefore,

We recommend that an appropriate existing state agency be designated and funded to provide human resources public information and educational programs to develop a better understanding of subcultures in Washington.



Finally, one area that requires immediate attention is the problem of day-care centers. Every hearing we held included mothers who would be working if they could afford to have someone take care of their children during working hours. Day-care centers now exist. Commercial centers, however, cost roughly $3.50 per child per day. Other centers exist that are cheaper, but none are plentiful enough. In addition, many of the mothers work at odd hours as night clerks, waitresses, and similar jobs while most day-care centers are open just from 8:00 a.m. to 5:00 p.m. Because we lacked the time to determine the extent of this problem,

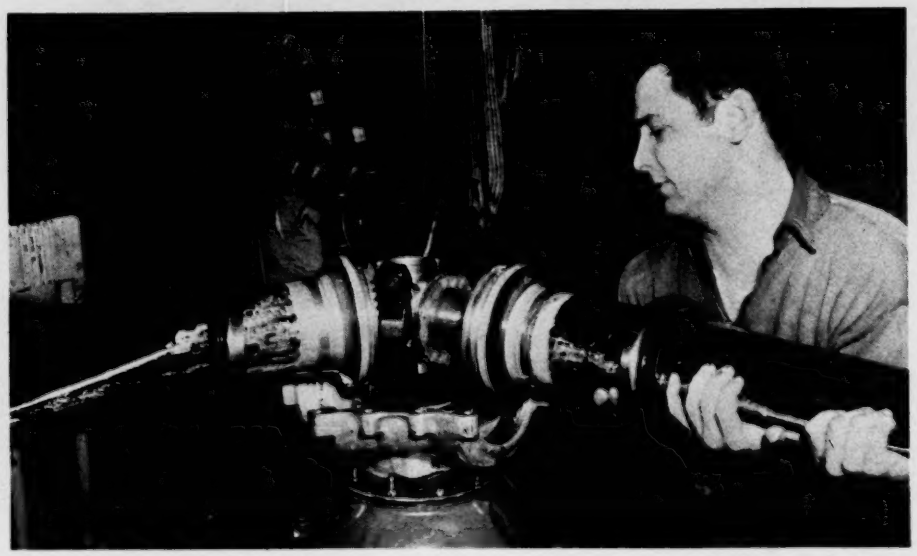
We recommend that the Department of Public Assistance and the Department of Employment Security thoroughly examine the problem of "day-care centers" in the State of Washington and act immediately to improve the availability of day-care facilities for the lower-income groups.

CONCLUSION

Over all, the Council's Job Training and Opportunities Committee found that the employment problem in Washington is not one of having far more qualified applicants than available jobs. In fact, it was found that there are more high-level jobs than there are qualified applicants. At this point in history, therefore, we are able to attack job problems that are more subtle and complex, such as those of underemployment, the lack of entrepreneurial skills among the poor, and the complicated causation of hard-core unemployment.

The Committee strongly concurs with the Education Committee that there is a critical need for more relevant and sophisticated vocational-technical courses in Washington's secondary schools, advocates that the proposed human resources public information agency must greatly improve public knowledge of the many federal, state, local, and private job training programs, and calls for more effective coordination of all job training programs to lessen duplication and waste. These traditional approaches, to employment problems, however, are far from adequate for modern, urban Washington.

Washington citizens of both the private and public sectors must now recommit their resources that have solved the problem of job quantity to solving the far-reaching problem of job quality. Not only would our state's economy improve as the human resource is more fully developed, but also the quality and meaning of individual lives and families would be improved. We cannot accept anything less than this in our State of Washington.



CHAPTER II
HOUSING

It is interesting to note that a great many of the people who are involved in the decision-making process of any given community are oftentimes not aware that there is, in fact, a housing problem—be it a problem of sanitation, of unsafe structural conditions, or just depressed housing conditions. One of the reasons for this is the route from home to work allows us, for the most part, to travel in a channel which does not allow us to see beyond the edge and, consequently, we are never exposed to many of the problems. And, if we're not exposed to many of the problems, we assume that they do not exist. There is, therefore, a need in the State of Washington for public understanding of the housing problem.[1]

[1]Statement by Professor David M. Scott, Chairman of the Housing Committee, from the first report of the Housing Committee, March 6, 1968.

No aspect of a citizen's environment is closer and more personalized than his home. Ever since mankind began, food and shelter have been the two basic necessities without which man could not survive. Yet, housing constitutes one of the most critical physical and social needs of our state today. As such, it deserves paramount consideration and action.

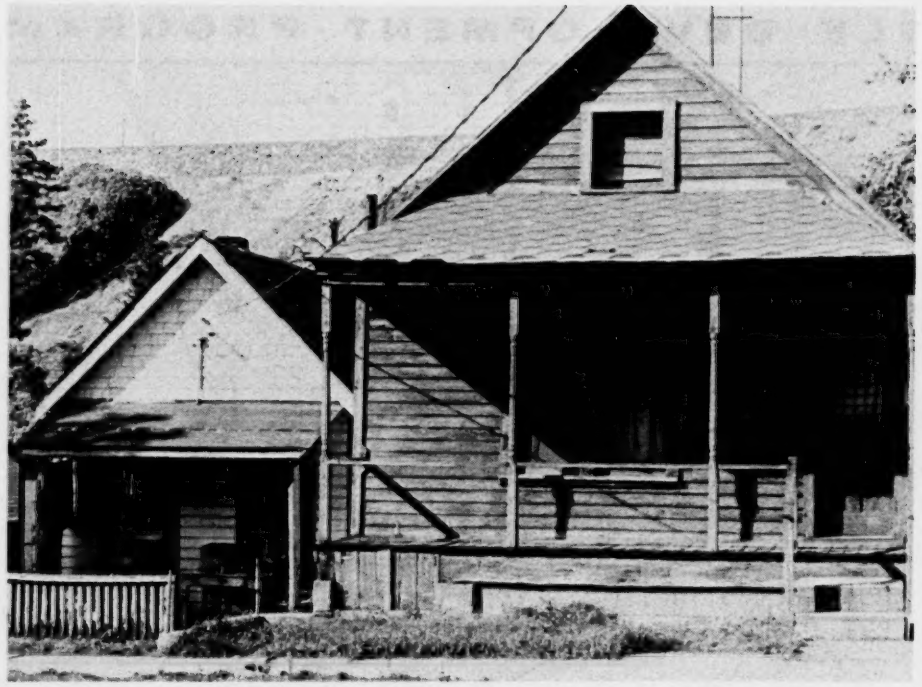
Housing is perhaps the most neglected part of our economy and our social-political action. We can neither tolerate nor afford this neglect. The quality and quantity of housing is a meaningful index of the social as well as the economic well-being of a community. There is a relationship between the standards of housing and community's attitude toward its inhabitants. Inadequate housing has an impact on the attitude and capabilities of a worker and his ability to retain a job. Students from poor homes have the most difficult burden in adjusting to school. One's housing conditions have an extensive impact on his health, sense of pride, and family solidarity.

In addition to these social-cultural considerations, the Urban Affairs Council had another prime reason for considering Washington's housing problem. This is the effect that housing has on the economy. The construction industry is one of the greatest sources of jobs for the unemployed. Expanded construction activity, as a large segment of an expanded economy, can materially affect the life of each citizen.

The Housing Committee came to grips with the many problems of housing in a variety of ways. Numerous meetings were held with men who possessed knowledge and expertise in this field. Some of these people were: Lester Gillis, President of the International Conference of Building Officials; Ray Adams, Director of the Seattle Housing Authority; David Guren, Coordinator of "Operation Equality" of the Seattle Urban League; Walter Hundley, Director of the Seattle Model Cities program; Andrew Hess, Regional Director of the Seattle Housing Administration; Curt Peterson, one of the state's leading young builders; and Dr. Arthur Grey, Chairman of the Department of Urban Planning at the University of Washington.

In addition, the Committee received extensive research and analyses of the accumulated data from the staffs of the Planning and Community Affairs Agency, the National Association of Housing and Redevelopment Officials, and the American Plywood Association. Many other individuals were contacted through correspondence.

The Urban Affairs Council staff has supplemented the information the Committee gathered with data from building directors and housing directors in various cities in Washington and information on housing programs from several states across the nation.



Washington's greatest housing problem is the shortage of housing. The major cause of this shortage is the unprecedented growth of this state in the past four years. Even with average growth conditions, it is difficult for new housing construction to keep pace with the new population. With the extraordinary growth that Washington is experiencing—particularly in the Puget Sound region—critical housing problems have developed.

These critical problems can be categorized into four general areas: acquisition and dispersal of information, construction, maintenance, and social choice. Rapid growth has transformed housing from merely a local consideration to at least a regional, and in some cases, a state problem. Yet, at this time, we have no coordinated information on either the needs of residents in various areas or on the activities of government and construction industries. As the housing problem becomes more critical, more information is accumulated, but it is still gathered and dispersed by a variety of agencies with a multiplicity of motives. Coordinated information and comprehensive attacks on this vital problem does not now exist in any more than an informal fashion.

The problem of construction has three major areas that must be resolved if all Washington residents are to have adequate housing. Construction has not produced enough residential units, nor in the right places and in the right price range. We cannot fault the construction industry. Public utilities and transportation routes have exerted a major influence on where housing is placed, zoning regulations often determine what type of house is built, and financial incentives and general credit conditions often control the quantity and quality of housing.

Housing maintenance is another problem that plagues us. One of the best ways to reduce the pressure for new housing is to improve and maintain present housing. Yet, we are not doing an adequate job. Washington state's taxation policies contribute to this phenomenon as they actually penalize the person who improves his property, while providing rewards to the person who allows housing to sit and decay. Many communities do not even have minimum housing or building codes. In general, we have to be much more concerned with maintenance and restoration of our housing in Washington state.

The problem area given the most publicity is the problem of social choice. The Urban Affairs Council believes that every individual should have the freedom to live in any neighborhood he chooses. This belief entails more than fair housing practices, although the establishment and enforcement of a statewide open housing law is one of our recommendations. It is our belief that every individual should be able to obtain clean and decent housing that he can afford, whether he chooses to live in city or the suburb, whether in public or private housing. This condition does not now exist. Many people are not free to live where they please, and clean and decent housing is not available to them wherever they live. The Urban Affairs Council Housing

Committee, while it favors a totally integrated society, does not feel this view should be forced on people any more than the view of a segregated society, and, consequently, our proposals are aimed at making housing available wherever people live.

ACQUISITION AND DISPERSAL OF INFORMATION

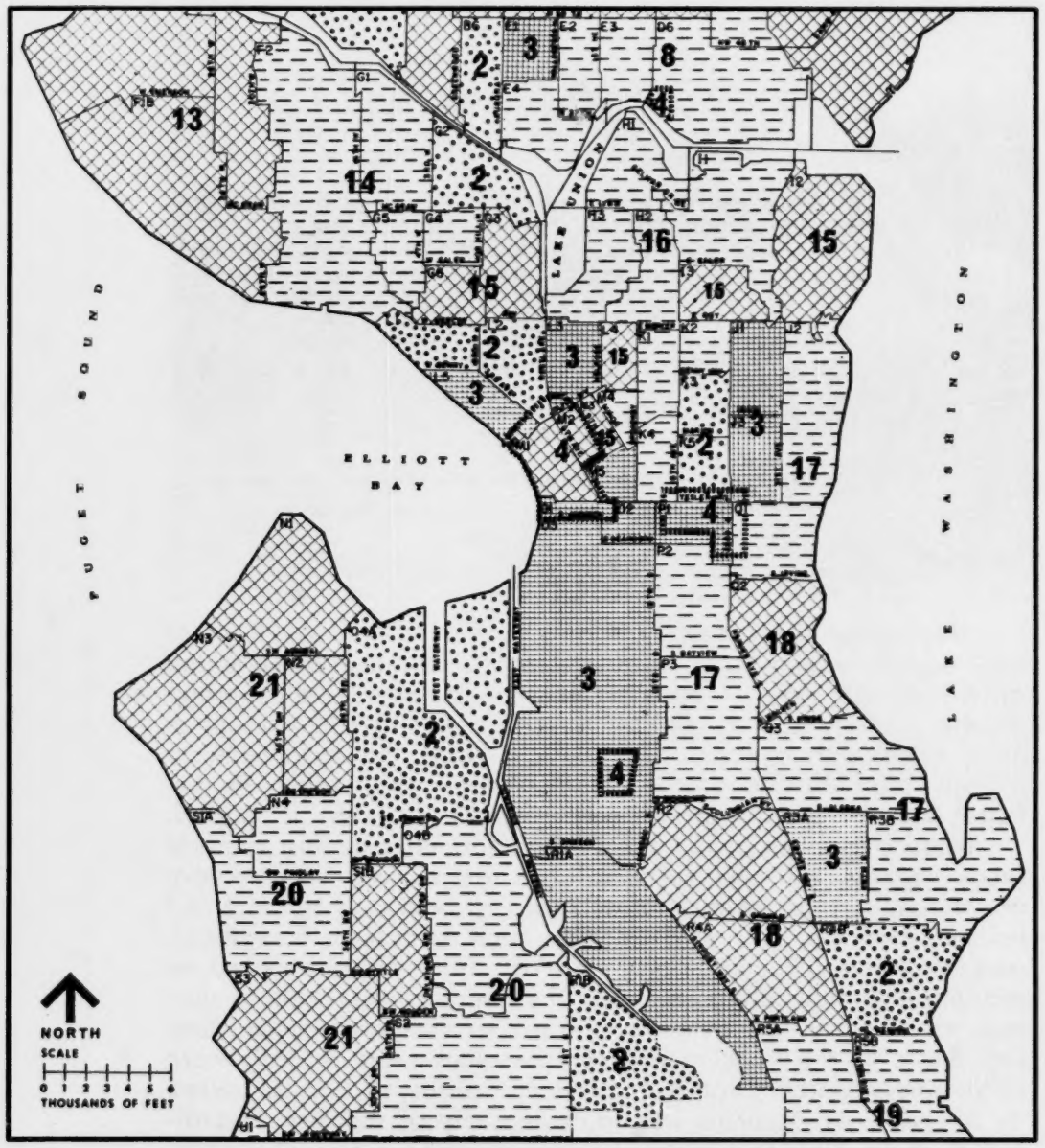
The problem of information has three aspects—general citizen awareness, statewide coordination, and concerned and innovative input by industry. All three must be fully developed if the housing situation is ever to improve for all residents of Washington rather than just a privileged group.

If we are to solve this problem through concerted action, everyone must be made aware that a problem exists. So far, many groups have labored long to convince people that poor housing does exist. The problem is more than that. We feel the need for an awareness of the importance of housing and the various factors that affect it. For example, the location of highways influences housing locations. Unfortunately, highways have been planned with little else considered than constructing the

longest road per dollar.

The second aspect of the information problem is the need for statewide coordination. In a highly mobile society, people may live and work in places far apart. Consequently, we need to know the housing needs and housing supplies of regions often encompassing more than one county and towns too small to have their

SEATTLE DEVELOPMENT PROGRAM



SYSTEMATIC HOUSING CODE COMPLIANCE PROGRAM AREAS

LEGEND

0-10 · 11-20 · 21-30 · 31-OVER — PERCENT OF SUBSTANDARD HOUSING UNITS (BY CENSUS TRACTS)

NON-PROGRAM AREA

NON-PROGRAM AREA

NON PROGRAM AREA (C.B.D. & U.R. PROJECTS)

TO PROGRAM AREAS

own housing authority. City and county information would not be enough even if complete, and many counties have neither the resources nor the incentive to maintain a complete analysis of the housing situation. It is essential that this be done, however, if we are to provide adequate housing across the state.

The third aspect is the need for innovative ways to encourage new techniques and concepts in the housing field. Very little has been accomplished in Washington regarding the use of new materials, the development of new construction procedures, and the design of new types of housing. Innovations developed to date are almost exclusively directed toward housing for the upper-middle and upper income families, rather than toward low-income people and disadvantaged areas. No institution of higher learning in this state offers a degree in housing. Only one or two even have courses on the subject. This field is noted for its lack of cultural minorities in administrative and planning positions. Much must be done.

In order for our state to give coordinated direction to statewide housing efforts,

We recommend the creation of a single unified housing agency at the state level.

This recommendation implies both that all the functions directly related to housing be pulled together under one agency, and that the new agency initiate the necessary activity to solve housing problems. Even before this agency is created, however, we need an informational program to guide public and private groups into the housing field. The logical place to provide this information is in the Planning and Community Affairs Agency, which has already published a similar summary of state social services. Therefore,

We recommend that the Planning and Community Affairs Agency develop and publish an informational program which contains an inventory of all governmental and private agencies which are involved, directly or indirectly, in the development of housing, and a list of the alternative ways of financing, designing, and providing housing, with particular emphasis on low-income housing for communities throughout the state.

The proposed state housing agency should initiate several informational projects to assist in the provision of housing for all of Washington's residents. Therefore,

We recommend that the proposed state housing agency undertake an analysis of the need for planners, coordinators, designers, administrators, and tradesmen related to the field of housing.

We consider a person's housing to be almost as important as his legal defense and his health. It is almost as personal as health, and it affects him far more often than his need for legal defense. Therefore,

We recommend that the proposed state housing agency and the Washington State Council of Architects, the National Association of Home Builders, the AFL-CIO Building Trades Council, and the Association of General Contractors investigate the potential of providing consulting services to low-income individuals, in much the same way as we provide services for legal counsel and for health care.

Our educational institutions and personnel also should become active in this important field. In Chapter IV, the value of educators' being involved is stressed. State government can help them become involved in housing. Therefore,

We recommend that funds be provided for the development of experimental programs at the state universities for the creation of housing, particularly the creation of housing for low-income people.

We recommend the development of management courses in community colleges capitalizing on the experience of the local housing authorities.

We recommend that financial assistance be initiated to encourage the participation of minority groups in the construction field, as architects, planners, landscape architects, contractors, consultants, administrators, managers of shelter, and building tradesmen.

We recommend the introduction into elementary and secondary schools of programs that relate and explain urban design concepts, housing, and conservation of natural resources and the interrelationship between the three.

In order to truly accomplish anything, our individual citizens must be motivated to solve these problems themselves. Our educational system is the logical place to offer programs that infuse this motivation. Consequently, it is vitally important that housing research and training be provided, whether under governmental, academic or private sponsorship. Therefore,

We recommend the creation of a housing research and training program with solid state financial support.

Private groups can contribute to the acquisition and dispersal of information. Such groups need help, however, with the staff and research costs incurred in planning. Therefore,

We recommend that funds be made available to purchase materials for advocate planning and design groups who are willing to devote their labor to the preparation of specifications and instructions for the modernization of a community.

Existing local housing authorities can also contribute. Many of these are the foremost experts in their field. Two factors, however, hamper their effectiveness in helping Washington meet its housing needs. One, they have no legal way to combine into regional authorities. This must be changed. Two, if it were legal, these men could offer their expert services as managers in the housing field to local housing projects during off-hours. Safeguards would have to be built into any enabling legislation, but the benefit to be gained from the use of this management expertise would outweigh any problem of changing the law. Therefore,

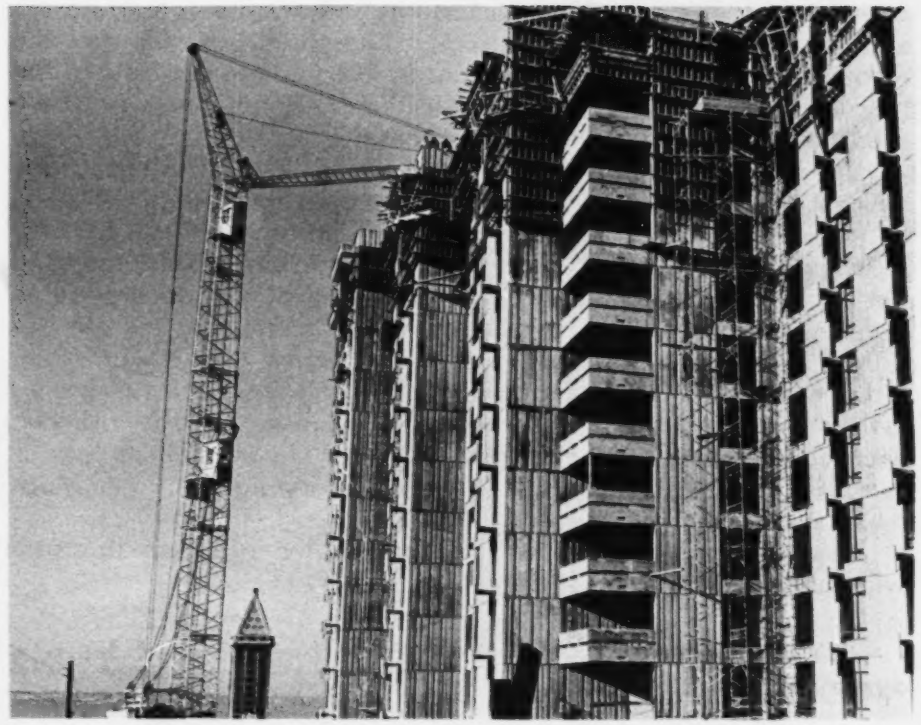
We recommend authorizing housing authorities to operate regionally and allowing them to offer their expert management services by contract.

Finally, the whole problem of the interrelationship of man and his environment needs constant study in order to insure that the actions of state government, local government, and private industry contribute to man's well-being. The most logical place for a new study center is a new institution. Therefore,

We recommend that The Evergreen State College create a center for ecological studies.

CONSTRUCTION

Construction is another major problem in the housing area.



Despite 31,242 housing starts in the three counties of Pierce, King, and Snohomish in 1967, (roughly twice as many as in either Los Angeles or San Francisco-Oakland) housing construction has not kept pace with population growth. In that same year, the need for housing in that area was approximately 35,000 units. This 35,000 does not include the minimum 10,000 additional units needed for low-income people. Thus, in one year alone, the housing construction industry is 14,000 units behind.

Nor is sheer number of units the only problem. Housing that has been built has often not been the right type in the right place. In that same year, 1967, only 1,200 of the 31,242 units sold for less than $16,000. In Everett, the fastest growing job market, all of the units being built are single family owner homes. The rental housing that would enable the unemployed in King County and elsewhere to move to Everett and take jobs is not being built.

Residences are not being built rapidly enough in the places where they are needed. Many people who work in Snohomish County must live in North King County. King County is growing slower than Snohomish County; yet, King County has experienced a faster growth in housing starts than Snohomish County.

The State can do much to encourage the development of new housing, particularly in low-income housing. One of the most

important steps state government can take is to provide loans and grants for housing. This could be done through a revolving fund, where the State provides an initial grant to help a group start, and then the group would continue the next project from revenue received on the previous project. Therefore,

We recommend the creation of a state level mechanism for offering loans, grants, and revolving funds for construction, rehabilitation, and encouragement of low-income housing, with a $5,000,000 minimum revolving fund appropriation.

Examining the experience of other states where similar programs have been successful has convinced us that $5,000,000 is a reasonable minimum appropriation. This amount is necessary to get a start in the housing field but a much larger amount would be necessary for any major state housing thrust.

Second, state government can actively encourage each level of government to adopt similar programs. Local government has the power to condemn land. They could use this power to buy the land, sell it to a developer of low-income housing, and use the return to buy the next section of land. Therefore,

We recommend that the proposed state housing agency provide technical and financial assistance to local governments to establish revolving funds for the acquisition of land for development of low-income housing.

The proposed state housing agency could take several other steps to encourage housing construction, particularly low-income housing.

We recommend that the proposed state housing agency explore all possible alternatives of minimizing technical and financial risk involved in building low-income housing.

The major reason more low-income housing has not been built is that the profits are small as compared with those expected from moderate or higher income housing. If credit conditions change, the builder is much less sure of receiving a profit than if credit conditions changed while he was building middle and upper-income housing where the profit margin is much higher. If, on the other hand, the builder tries to increase his profit margin, he must use new materials and new techniques, which may either fail to meet building code requirements or increase his technical risk. Some way must be found to minimize this risk if we expect the private sector to provide sufficient housing for low-income people.

This technical risk in low-income housing can be overcome if attention is given to developing new ways of providing low-income units. Therefore,

We recommend that the proposed state housing agency make grants available to non-profit corporations for the development of low-cost housing units.

Many communities or organizations could obtain grants for building if they could present acceptable plans, but they have no money to develop these plans. Therefore,

We recommend that the proposed state housing agency give grants for advanced planning to private industries, communities, or housing sponsors.

Other organizations, particularly local communities, cannot qualify for federal programs of aid because they cannot raise their share of the matching funds. This is an important way the State can help local communities. Therefore,

We recommend that the State assist communities, counties, and agencies, in obtaining federal low-income housing grants by providing portions of the non-federal funding requirement from state funds.

The revolutionary development of mobile homes may offer a key to matching explosive population growth. As much attention should be given to mobile homes as to more conventional housing and more attention must be given to mobile homes locations. Therefore,

We recommend that the proposed state housing agency undertake a careful examination of the impact of mobile homes on communities; the careful development of mobile homesites with respect to density, fire safety, privacy, organization, and landscaping; and the extension of planning grants and/or building loans to individuals or groups having particular expertise in the mobile home field.

The emerging concept of "New Towns" must be given immediate attention. State government and private industry should both get into this field to take advantage of every means of improving the living conditions in our state. Therefore,

We recommend that the proposed state housing agency in cooperation with private industry proceed promptly with "New Town" planning, including enabling legislation, which will encourage the development of complete, self-sufficient communities of multi-racial and multi-income groups where workers can be close to jobs and urban congestion can be relieved.

Throughout this chapter it has been stressed that housing must be attacked on a regional level. We, thus, have a series of recommendations designed to make a regional attack on the problem of housing construction possible.

We recommend that each state planning region develop a regional land-use plan and that it offer recommendations on the location of housing, industry, and agriculture.

Many communities throughout the state have their own unique building codes. Many communities have no building codes at all. Both of these factors make it extremely difficult for large-scale builders to operate. Ideally, every area in the state should have a building code that is basically uniform, with only those exceptions absolutely necessary for the particular characteristics of that region. Effort must be devoted to coming as close to this ideal as possible. Therefore,

We recommend legislation which would offer coordination of construction codes at the state level through analysis and review as well as assistance to cities, counties, and metropolitan areas for uniform minimum construction codes, standards, and local appeal boards.

Urban renewal is now recognized as a cause of many urban problems. Yet, parts of the concept are basically sound. Through state law, communities are allowed to condemn land by area and rebuild it to improve their community. Any area outside a community is denied this ability. Consequently, many of the areas just outside our cities that could be renewed quite easily and inexpensively are not being renewed because counties have no legal provision to undertake urban renewal. Therefore,

We recommend enabling counties to participate in urban renewal.

Many areas that are now unable to afford renewal programs could do so if legal provisions were made for tax procedures. One such procedure is tax allocation financing (explained in detail in Chapter V). These procedures need enabling legislation. Therefore,

We recommend authorizing self-liquidation of costs in urban renewal and federally assisted code enforcement areas for local communities.

CONSERVATION

Another major problem is housing conservation. Many homes in low-income areas were built over 30 years ago. Some of the pressure for new construction can be resolved by maintaining and improving these existing structures. In the Central Area of Seattle, for instance, of 5,522 homes, 5,119 were built before 1939. They have not been adequately maintained. In the city of Seattle alone, 41,446 housing units are substandard or deficient. In areas, such as city cores, where land prices are extremely high, rehabilitation is often the only way to improve housing conditions. Yet, only 2,529 of those 41,446 housing units in Seattle were brought up to minimum code level during 1967.

Our inspection throughout the state leads us to believe that Seattle is not unique in this regard. Every city has many substandard dwellings, and every city we contacted needs more code enforcement officials. We have difficulty statewide in conserving existing housing, in addition to falling behind in the creation of new housing.

Several factors seem to account for our deficiency in housing conservation. Few communities in the state of Washington have housing or building codes, and those that do complain that the lack of enough code enforcement officials makes their job very difficult and necessarily incomplete. Therefore,

We recommend that the proposed state housing agency give technical and financial assistance to local governments for the development and enforcement of minimum housing codes.

In addition, the proposed state agency can work to encourage private industry to become interested in rehabilitating and conserving existing housing structures. Therefore,

We recommend that the proposed state housing agency make grants to qualified sponsors who are interested in improving and upgrading housing which have been built below Federal Housing Administration standards.

Many of our needs for housing rehabilitation are among homes occupied by older citizens. These people are often either physically or financially unable to make needed repairs around the house. Consequently, their homes often deteriorate to such a state of disrepair that the house cannot be used by others. Also, this inability to make repairs can allow health and safety hazards to develop. Urgent attention should be given to the problem and as a possible solution,

We recommend that state grants and loans be made available to elderly people for housing repairs.

Another major factor is the present property tax structure. If a person improves his property, he is fined by the assessment of more taxes, while if he lets it deteriorate, he is rewarded by having his taxes decreased. This is an inherently unfair and counterproductive system. A way to encourage housing improvement, not discourage it, must be found.

Tax structure is a very complex subject to study. Often the only way to find out what effect any tax will have is to try it or study where it has been tried before. Yet, the citizens of Washington should not be guinea pigs for a series of tax experiments, nor should our legislators have to wait until some other state tries a tax before we know what that tax will do. Therefore,

We recommend the establishment of a "test site" controlled experiment wherein government can measure the effect of taxing programs that reward people for improving their property instead of penalizing them with higher taxes.

The people in this area could be volunteers who would not mind being subjected to a series of experiments. The information gained could then be used to determine which taxes would be most beneficial to the people of our state. As mentioned, one of the first projects this area could be used for is to find taxing programs to encourage property conservation.

Another area that needs much study is interest rates and discounts. Therefore,

We recommend that the proposed state housing agency undertake a comprehensive examination of interest rates and discounts which tend to influence the quality of housing.

Many families are paying rent that is higher than normal house payments. Since this country believes in pride of ownership, one of the most productive steps we could take in conserving housing would be to enable more home ownership. Many people could support house payments but lack the assets necessary for a down-payment. If they could get credit for the down-payment, they could buy homes and have this pride of ownership. Therefore,

We recommend that financial assistance be given by the State for home ownership to low-income people who do not have established credit ratings.

SOCIAL CHOICE

The restrictions on any individual's freedom to live where he wishes in clean and decent housing are many and complex. No report can hope to consider them all. We have selected what we believe are the major, counter-productive restrictions.

The first, and the most publicized, is racial discrimination. While the U. S. Supreme Court has now declared all housing open, it provides no provisions for enforcing this judgment other than the long and costly court procedure. Thus, this state needs a law that will set up enforcement procedures to insure that this most unjust and deliberate restriction is removed. Therefore,

We recommend that the Legislature pass a statewide open housing law which will assure access to all housing regardless of race, color or creed by paying special attention to enforcement provisions.

Other more subtle and less deliberate restrictions also impinge on individual freedom. The location of highways, for example, has a major influence on where housing will be built. Until recently, however, highway designers have shown primary interest in financial considerations, with little or no attention to human, environmental or residential problems. This often means that highways are built through low-income neighborhoods where property values are lower. This forces people out of their homes without any direct influence in that choice.

The location of public utilities also plays a crucial role, and even the construction industry must wait for the utilities before they can develop an area where people would like to live.

Zoning regulations enter in also. By specifying too narrowly the type of building in a given area, zoning can encourage "income ghettos" almost as counterproductive to society as racial ones.

Public transportation also shapes home location. The suburban worker in Washington today could not get to work without his car, and those who cannot afford a car cannot live in the suburbs. Therefore,

We recommend that the appropriate state and local agencies insure that all transportation systems, communication systems, and utilities be planned together to develop integrated structures for ease of maintenance, future change, and land conservation.

Communication systems and utilities not only determine where people will live, but also their environment. Telephone poles, utility poles and a maze of overhead wires form a blot on the landscape and a real detriment to a pleasant home. Therefore,

We recommend that the connecting lines for communication systems and utilities be placed underground wherever possible by utilizing existing statutes.

Action that forces people to live where they cannot get to work, or in a predetermined social group, or in unsatisfactory housing are in no way to the benefit of society in general. We direct our efforts to removing them.

Any public construction project may force people to move from where they have chosen to live. Since primary consideration has often been given to land values, low-income people are moved far more than others. Even though these people are compensated for the loss of their property, their property is usually of such low value that they have extreme difficulty in getting relocated. Since public action forces these people to move, public action should help them relocate. Therefore,

We recommend that basic relocation costs be provided to people moved by a governmental action.

It is important that the individual has the opportunity to participate in the creation of his new environment. Therefore,

We recommend that people who have acute housing problems and needs participate in developing the solutions to their environmental problems and needs through involvement in planning processes, citizen advisory councils, and through representation of professional planners whose function is to advocate their position.

Finally, any citizen can be deceived in real estate transactions. By misrepresenting the area he is selling, the salesman in effect forces people to live in places they might otherwise avoid. Therefore,

We recommend legislation to protect the public from zoning misrepresentation in the purchase of real property.

CONCLUSION

As a state, we have failed to meet our housing challenge. Our state government does not even have a housing agency. There are no regional housing agencies. Many local communities, including the second largest in the state, do not have them.

One cannot overstate the importance of a person living in a decent home. It affects people's health, education, job performance, and general psychological and social well-being.

Housing is a basic human need. It is the responsibility of the whole society. It is the joint responsibility of business, government, and the individual working together to create a habitable and enjoyable place for civilized people. Now is the time to accept this responsibility.

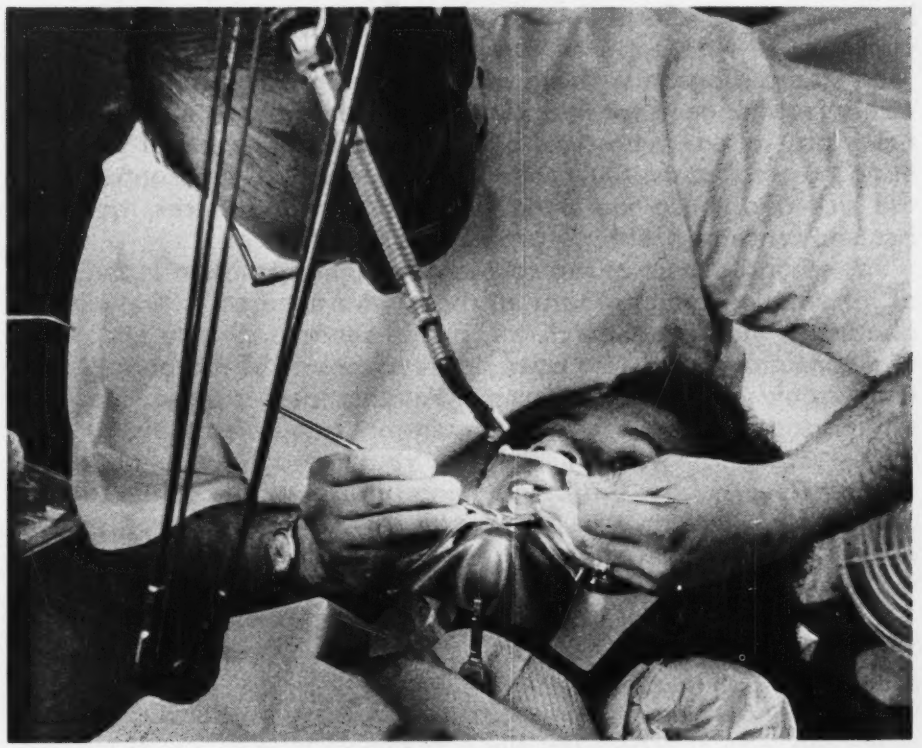
CHAPTER III
HEALTH CARE

If we as citizens are to contribute to the solution of the urban health problems, we must understand and become involved. With such involvement, the answers to the question, "What can I do?" will begin to appear. If our responsibilities are broadened to make use of what we have learned, we will have opened a new lines of communication that our society so urgently needs. We will have generated some new dialogues between the fortunate and the unfortunate, between those who are rich in health and those who are deprived of the adequate health services, and, hopefully, between man and his God in whose hands our future ultimately lies.[1]

The mental and physical health of an individual is probably his single greatest concern. Throughout its existence, the Urban Affairs Council has directed its efforts to improving the welfare of the individual by helping to alleviate the general problems of urban residents. Thus, the health of our citizens must be one of our primary concerns. Washington must seek to improve the health of its citizens through the delivery of optimum health care services to everyone in the state. Just as an ill society cannot nourish healthy people, ill people cannot build a healthy society. Optimum health care for Washington citizens is not only a humanitarian duty, it is a necessary preprequisite to expanded growth.

The Health Care Committee began its task by seeking a broad overview of the many problems related to providing optimum health care for all citizens. They met with the directors of state departments with health-related programs. They met with addicts and with alcoholics. They talked with a variety of health professionals, and with many lay citizens. They toured migrant camps, health facilities, cities, and rural areas. They read research reports, participated in numerous conferences, and listened to hours of reports and discussions.

The Committee realized that to consider all the many problems in health that needed correction or improvement would be impossible. They fully recognized considerable needs in such areas as mental illness, mental retardation, problems incident to aging, highway safety, and many more. Neither the time nor the necessary expertise was available, however, to undertake total study. Consequently, the Committee limited its concern to those specific areas in which they felt they could effectively concentrate their efforts to problems which are of major concern in our urban centers.



The problems of providing optimum health care to the citizens of Washington are much the same as those of the nation. These problems center around the delivery of health care services. As the level of affluence of our society has grown, our citizens have come to accept health care as a social right rather than an economic privilege. As technology has produced more effective means for overcoming illness and communications media have related such information to the public, the public has come to expect more and more from our health care system. For too many of our citizens, however, adequate health care still remains an economic privilege inaccessible to them.

We must, therefore, first examine our health care system in order to determine why health care remains an inaccessible economic privilege for some people. The first difficulty is that our health care system is, in fact, no system at all. Rather, it is a mosaic of services rooted in individualism and pluralism and provided by a variety of public and private resources. Among the many elements necessary to render these health services more responsive to human needs are citizen awareness, professional sensitivity, manpower, and coordinated planning.

[1]Speech made by Merle W. Haffner, Chairman of the Health Care Committee, to the Washington State Health Conference, April 19, 1968.

Citizen awareness is the stimulus for solution of any public problem and considerable effort has been devoted to making our citizens aware of Washington's health problems. To many of us, however, these efforts do not have immediate and personal impact. Those who eat well rarely feel the need for nutritional or food stamp programs. Those who have received good dental care rarely feel the need for fluoridation and more dentists. Those who never pay an entire hospital bill rarely feel the impact of skyrocketing hospital costs. Only when such people are confronted with the sick and those too poor to afford health services, do they become concerned with the problems of health care.

A second aspect of the citizen awareness problem is the lack of information among many of those who need care. Knowledge about free immunization clinics, dental services, charity hospitals, and consultation services does not reach many of the people that desperately need such programs. Among these people, the lack of information about how to maintain good health is also a major problem. Knowing about nutrition and how to obtain it inexpensively, about family planning and well-child clinics, about preventing infection, and the dangers of drug abuse could help alleviate many problems. Many people simply do not know what to realistically expect from the health professional.

Closely related to citizen awareness is professional sensitivity. The doctor or dentist who has concentrated his academic studies in technical courses cannot be expected to be fully cognizant of the vast range of social problems related to personal health. The physician who travels from his suburban home to his suburban clinic or his downtown office rarely witnesses the critical needs of the vast number of people who either are not able or not inclined to come to him. The problem often is compounded by the attitude of the intermediaries between the patient and the health professional.

Consequently, the professional is often isolated on two counts. Those institutions that put a premium on technical excellence at the expense of the human relationship between patient and professional have done much to alienate the people that most need professional services.

Another major problem area is health manpower. The health field can use many more people both in teaching and administering health care. It must attract many people who are now uneducated, unemployed, and in a racial or ethnic minority who have the potential to become qualified health care personnel. Restrictive licensing policies, an apparent lack of commitment to health vocational education, and the immense financial cost to the individual who wishes to become a health professional have all added to this problem.

The final problem is the one in which our state has seen the most encouraging progress. This problem is the need for coordinated planning. The Governor's Comprehensive Health Planning Council is a hopeful sign for the future. Councils like this one need to be formed on regional, county, and community levels as well. People from all walks of life, both public and private, need to work together to assure health care for all citizens. Health care will be improved if all elements in both the private and public sector are fitted together in a comprehensive plan. Up until this year, however, no groups in the state have done this comprehensive planning. The lack of planning and coordination has led to waste on the part of both government and the health professions. Hospitals have needlessly duplicated both machines and services, professionals have tended to concentrate geographically away from the areas of greatest need, and government has sponsored programs that do not reach the people who have the greatest need for such service.

The health professionals cannot provide health care by themselves. They need the cooperation of the community, the government, private enterprise and private groups in order to provide care for all our citizens. We need planning in order to bring the full strength of our health care resources to provide optimum health care for all our citizens.

DENTAL CARE

A person's teeth are often his most neglected health problem because people with extremely decayed teeth and gum diseases can appear to be perfectly healthy, and because dental expenses are often not carried in health insurance programs.

This neglect has extensive personal and social impact. The constant pain of aching teeth makes concentration on a job or family care difficult, and leads to anti-social behavior.

Far too many dentists have been unaware of the extent of the problem. Dental clinics usually are located in downtown offices or suburban centers, away from low-income or minority areas. The dentist cannot leave his equipment. He usually promises full cooperation to those patients that will come to him. But to people without the means of transportation or the necessary social backing in the form of clothes, self-respect, and such, his offer does not mean much. To take oneself in unpresentable clothing to a modern, austere office for charity is an affront to anyone's pride. The people who need care have not been willing to efface themselves in this way.

The first step to relieving the problems of dental care is to reduce dental care needs as much as possible. Therefore,

We recommend the marked improvement of dental hygiene education within the State of Washington through the following three methods:

First, to insure that dental hygiene knowledge overcomes all cultural and language barriers,

We recommend that all local health departments employ indigenous persons to work within minority and deprived communities.

Second, to assure that our young people receive this knowledge,

We recommend improved instruction in dental hygiene within public and private schools, especially at the elementary level.

Third, to help eliminate communications barriers between dental care professionals and the poor,

We recommend that the Washington State Dental Association in cooperation with institutions of higher education create informational programs for all dental professionals to cultivate greater cultural and social awareness. We further recommend that all dental professionals have an internship in a racial or ethnic minority area.

The dentists certainly must be commended for taking the lead in Washington in advocating a method of alleviating dental problems on a widespread, inexpensive basis, that is, fluoridation of the water. This approach is the most practical and economical step that can be taken in the dental health field. Therefore,

We recommend legislation on a statewide basis providing for fluoridation in Washington state's municipal domestic water systems as a nutriment for bones and teeth.

The arguments for fluoridation are many, and all need not be repeated here. There are three points, however, that should be stressed. One, fluoridation is not expensive. If it were required on a statewide basis, the state could provide the necessary mechanisms for very little cost. Second, many of the communities in our state already have natural fluoride in their water systems. Third, the additional fluoride to drinking water reduces the number of cavities and other dental problems by 60 per cent. We cannot afford to pass up the opportunity to reduce dental problems by almost two-thirds for such a small investment of funds.

The next essential step in dental care is to make it available to everybody. Therefore,

We recommend that the Department of Public Assistance provide funds for more extensive and continuous dental care, and that all practicing dentists be fully informed regarding the current rate of remuneration.

More than just funds are necessary. The dentists must be able to relate to the people they are serving in these programs. There are also many families who are earning enough to stay off the welfare rolls, yet they cannot afford adequate dental care. Health insurance programs often do not include dental provisions. Employment disability insurance usually does not offer any dental help either. The private and public sectors should work together to solve this critical problem. Therefore,

We recommend that the Washington State Dental Association and the appropriate state agencies create provisions for low-income families (not on public assistance) to obtain adequate dental care.

Finally, the whole problem of dental manpower needs to be defined and outlines developed for providing dental care to more people in the state. Therefore,

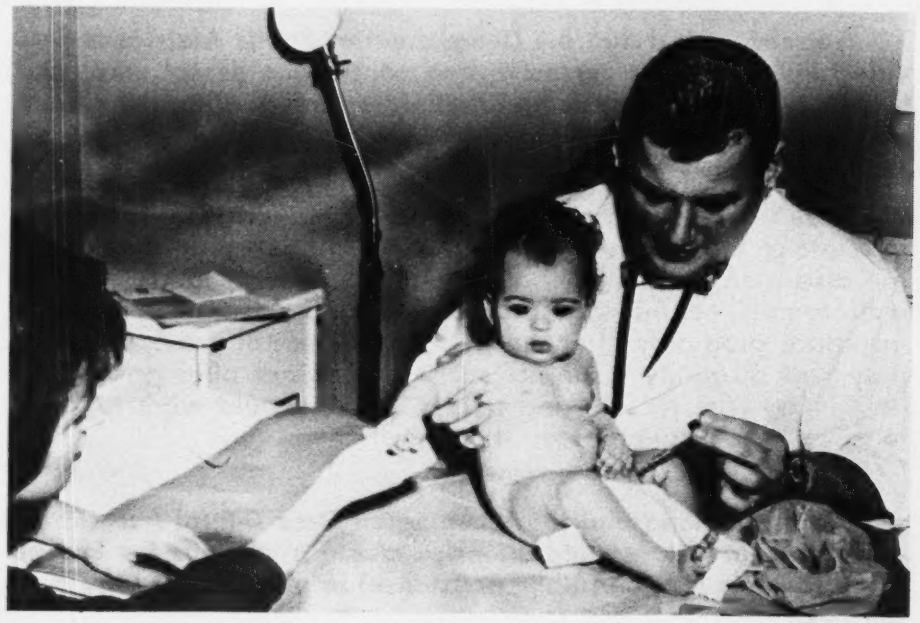
We recommend that the Comprehensive Health Planning Council subcommittee on Manpower and the State Department of Health's Manpower Project make a thorough study of dental manpower availability, distribution, and utilization.

We suggest a time period of from twelve to eighteen months as the maximum waiting time for the results of any study in an area as vital as health.

HEALTH MANPOWER

Although both the Department of Health and the Comprehensive Health Planning Council are studying health manpower problems, the Council's Health Care Committee considered them too important to ignore.

One problem area is the training of health manpower. Among health care personnel, we found an unfortunate lack of sensitivity to the problems of the poor and minorities and, generally, to the social and economic implications of health care. Much of this insensitivity stems from the purely technical training given most of our health professionals. Health care training must include the social and economic aspects of health care. Therefore,



We recommend that human relations training both in course work and in internship with an emphasis on socio-culture sensitivity be required for the training of all personnel involved in health care in the state of Washington.

The third problem area is the requirements for health professional status. Not only could our training institutions do far more to make health training available to all groups, but also our certification procedures could be made more flexible to allow for para-professional health care aides.

Our health professional schools have not done enough to train members of cultural and racial minorities. At present, there are only four Negro dentists and only 19 Negro physicians practicing in our state. Only one of these practices outside King County. Admissions programs have not devoted enough effort to recruiting members of minorities groups. They rarely use indigenous persons as recruiters. Existing programs have difficulty recruiting "qualified" candidates due to educational and cultural problems stretching back to the quality of instruction in the secondary and primary grades and the lack of pre-school training in the home. Special college programs including tutoring and special admissions policies must be created to bring more of these people into health-related fields. Therefore,

We recommend a re-evaluation and re-examination of the recruitment programs and entrance requirements to eliminate cultural bias for health professional schools by the appropriate legislative subcommittee and the Washington State Medical Association.

Finally, the health profession must be flexible enough to use all the resources it can muster in the health-care field. Therefore,

We strongly recommend an immediate and exhaustive analysis of the need for additional para-professionals in the health manpower field. This analysis should be conducted by the Comprehensive Health Planning Council's task force on manpower, funds should be appropriated to conduct this analysis, and recommendations should be made within 12 months.

This analysis should be coordinated with the Health Manpower Project of the Washington State Department of Health. It undoubtedly will call for more and extended use of para-professionals, and as we have already noted, there is a definite need for altering training programs for our health professionals. Therefore,

We recommend the re-examination of health professional licensure acts by the Washington State Legislative Committee on Commerce, Industry, Trades, and Professions.

NUTRITION

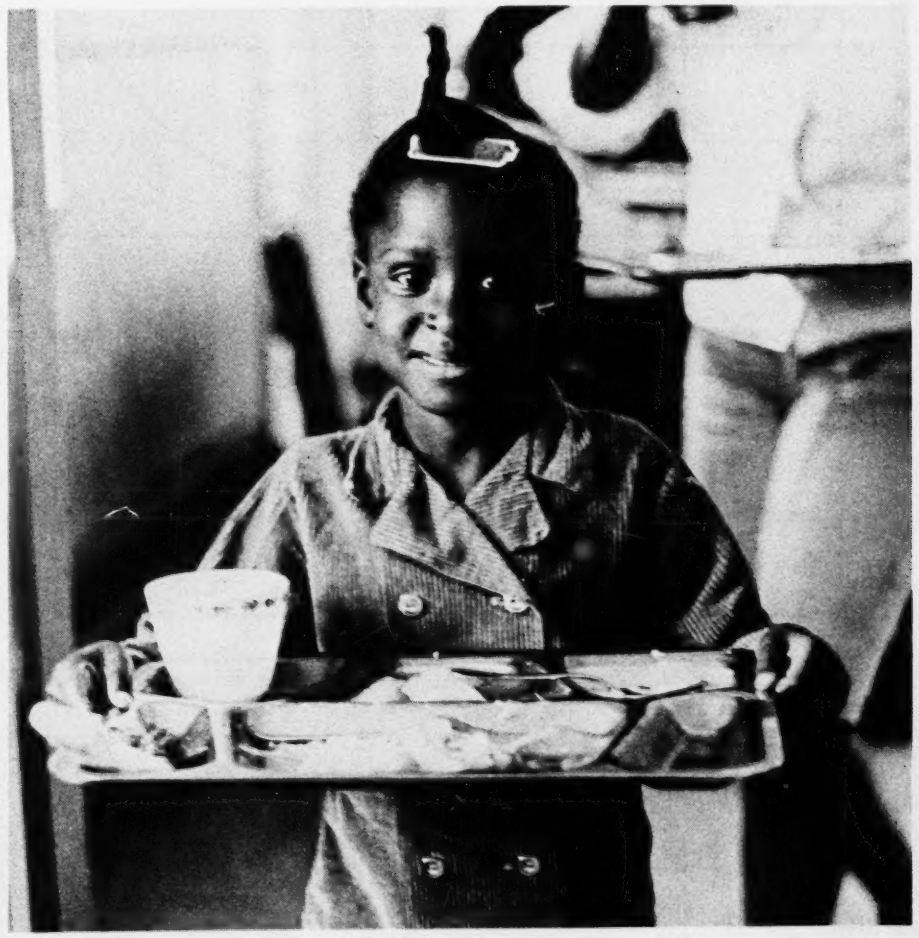
The Council's Health Care Committee heard ample testimony that information programs on nutrition have not been adequate. Since nutrition not only prevents ill health but insures good health, it is vital information that everyone must receive. Therefore,

We recommend strengthening the existing nutritional health program in the State Department of Health to provide for direct assistance and consultation with those in need of service. We further recommend that services at the community level be expanded to provide direct assistance and consultation.

ESCALATION OF HEALTH FACILITY COSTS

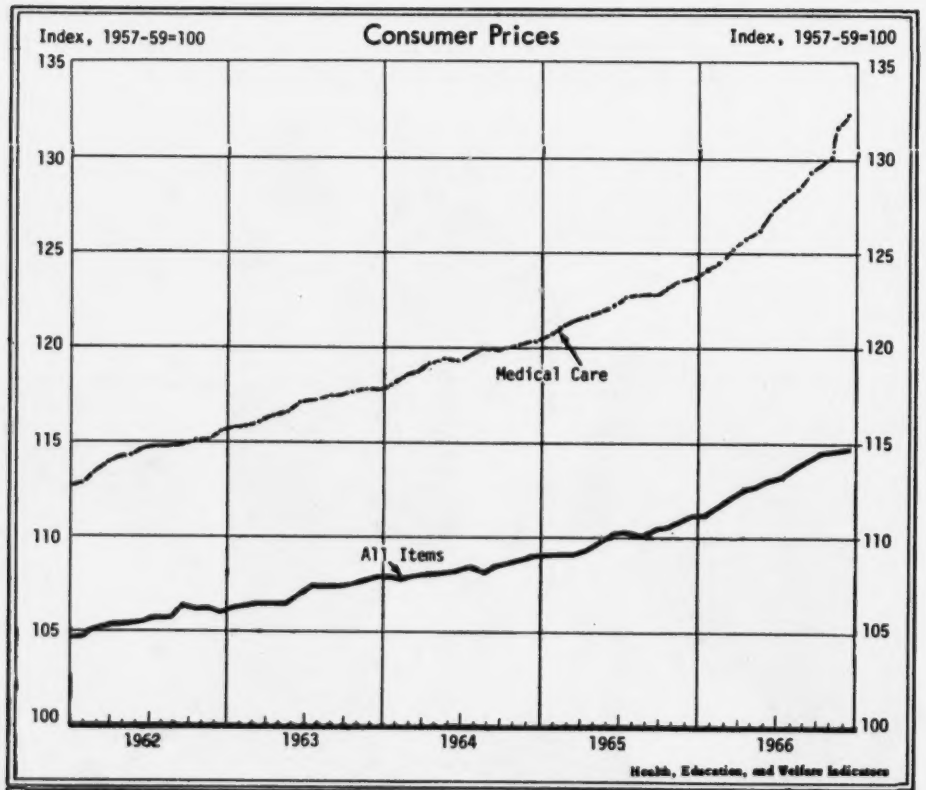
Several factors are responsible for the tremendous increase in the cost of health facility services in the past few years. Some factors, like the rise in nurses' salaries, are fully justified and necessary, but the fact that the cost of hospital services has risen far more sharply than other comparable services suggests room for improvement. Health facilities have shown little or no tendency to work with each other. Hospitals have needlessly duplicated each other's machinery instead of working out time-sharing plans. A cobalt machine, for instance, can serve a half a million people. The city of Spokane (population approximately 187,000) has two such machines and is in the process of receiving a third . The list of examples like this one are extensive. Health facility planning could be made far more efficient if existing statutes were utilized. Therefore,

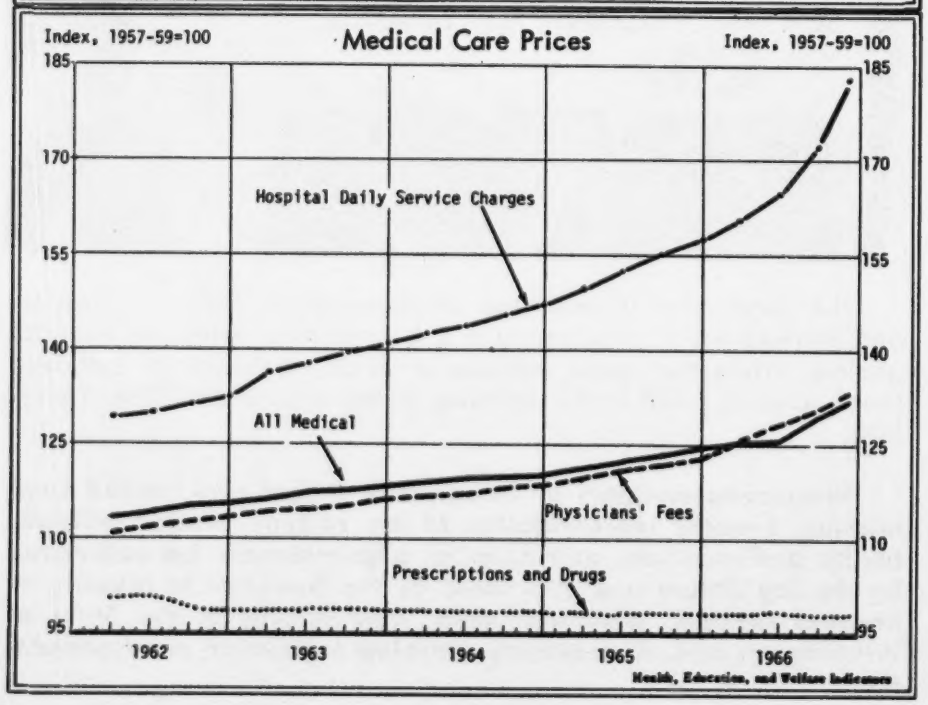
We recommend the enforcement of RCW 84.36.040 requiring annual financial reports from public and private hospitals be submitted to the Washington State Health Department.



The Legislative Committee on Commerce, Industry, Trades, and Professions is conducting a subcommittee study on hospital pricing. While the study will be of value, it is not of sufficient scope to gain a full understanding of this critical problem. Therefore,

We recommend that an adequately staffed and funded commission, broadly representative of lay citizens, elected officials, health professionals, and hospital administrators be authorized by the Legislature and appointed by the Governor to investigate hospital services, planning, costs, and pricing in the State of Washington and, if necessary, develop legislative recommendations.





ADDICTIONS AND RELATED PROBLEMS

The extraordinary problems of the addict cannot be alleviated without substantial personal care. No state-level program can solve such problems. Several steps can be taken, however, to reduce the incidence and problems of addiction. An essential first step is to make everyone aware of the dangers of drug abuse. We do not mean "scare stories" for the general population. Factual, effective informational programs that realistically inform people of the dangers of drug abuse are needed. More effort devoted to prevention will have more benefit than effort concentrated entirely on rehabilitation. Therefore,

We recommend that informational and educational programs on the effects of drug abuse currently used at the secondary school level be improved and expanded to include the elementary school level and other segments of the population.

The responsibility for developing these new programs should be assigned to the Office of the Superintendent of Public Instruction and should work with the appropriate agencies. The series of programs should be developed within 12 months.

Another step is to recognize all addictions and illnesses for what they are and treat them accordingly. In particular, alcoholism is an illness, and to treat alcoholics as criminals is not only inappropriate, but it is inhumane. Counties and municipalities should create appropriate programs rather than resorting to "drunk tanks." Therefore,

We recommend that all public agencies in the State of Washington accept the concept of alcoholism as an illness and adopt the State Health Department's policy toward the employee with drinking problems.

The State Health Department policy grants such employees sick leave and helps with treatment for a reasonable period of time. In no case is a drinking problem alone a reason for immediate dismissal.

Finally, we must continue to dedicate effort to rehabilitation. The addicts add to the ranks of our criminal element and to the hopeless and the poor. Only social benefit can come from rehabilitating these people, and only social ill from not.

The Health Department has two programs in the addictions area that should be noted. The first is the program of the Alcoholism Section. Therefore,

We endorse the objectives for the 1968-69 fiscal year of the Alcoholism Section of the Washington State Department of Health

which includes increasing the number of county alcoholism councils to 18; increasing the number of informational and referral centers to 14; establishing a third in-resident rehabilitation center; maintaining three out-patient treatment clinics; establishing the sixth Recovery (half-way) House; developing a planning model for community detoxification services; planning for a Training Center for persons who work professionally with alcoholics; and presenting workshops for secondary school teachers.

The group in Washington State that suffers the most from the problems of alcoholism is the American Indians. Therefore,

We recommend that the State Health Department's program be expanded to include at least one more field representative, an Indian, whose primary responsibility would be to initiate more programs on alcoholism within Indian groups.

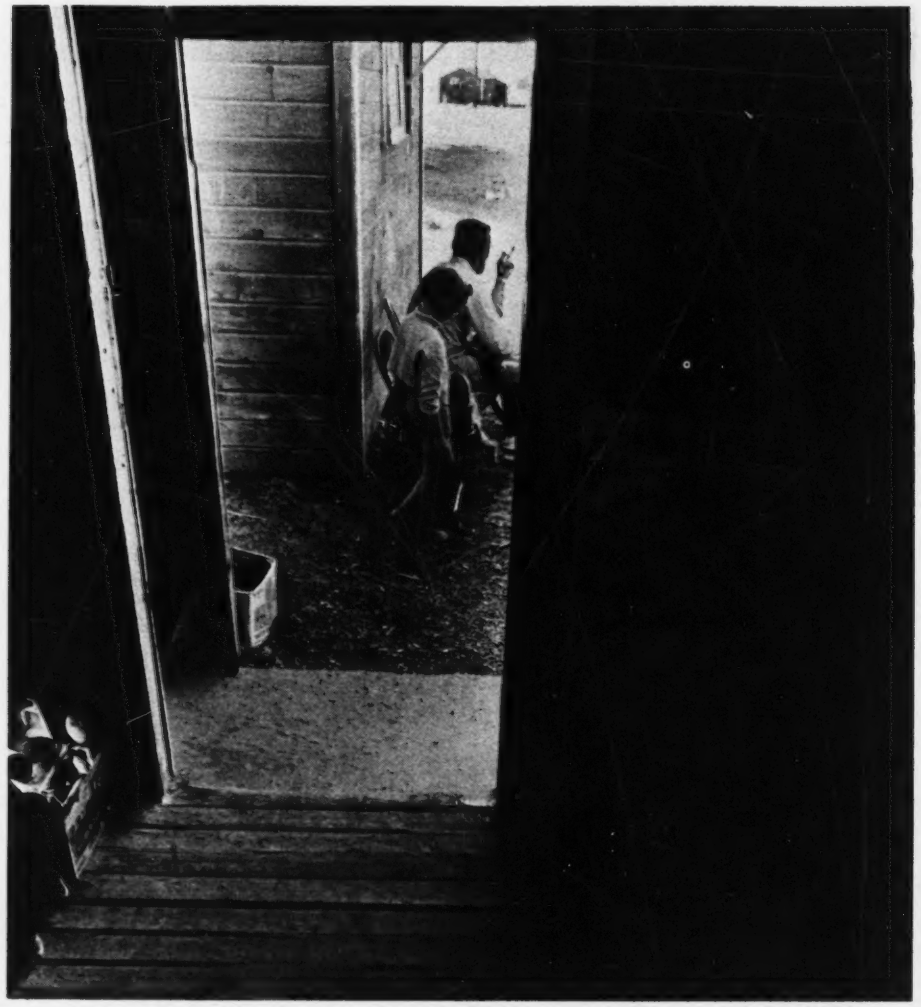
Another State Health Department program that should be noted is that on smoking and health. The health dangers of smoking are now well documented. Efforts devoted to alleviating the problems of smoking are essential to any part of a health care program. Therefore,

We endorse the objectives of the Smoking and Health Program of the State Health Department which include five regional teacher workshops; peer-group programs; smoking exhibits at teenage fairs; the development of local interagency councils for educational programs; coordination with the Washington State Interagency Council on Smoking and Health; the formation and distribution of newsletters and pamphlets supporting program activities; and a student evaluation program.

THE FARM LABORER

The migrant farm laborer suffers under some of the worst health conditions of any group of citizens in the state of Washington. He has numerous health problems, and we can only consider a few of the major ones.

The first is the environment in which he lives. Farm labor camps are notorious for their unsanitary, unsafe, and fire-hazardous conditions. Washington's labor camps are not exceptions to this reputation. Immediate and constant attention must be given to making them safer and more healthy places to live. The local health care officer is responsible for seeing that labor camp operators meet the standards and abide by all rules set down by the State Board of Health under RCW 43.20. In many cases, however, the local health department does not have the necessary resources to see that these requirements are met. Therefore,



We recommend that state grant-in-aid programs be established by the Washington State Health Department to help the local health officers fulfill the standards established by the State Board of Health under RCW 43.20.

Since the funding would then be done in many cases by the State Health Department, they should see that these programs are carried out. Therefore,

We recommend that the Washington State Department of Health have the final responsibility to see that the requirements set up by the State Board of Health for farm labor camps are met.

In many camps in our state, the stove is placed in the doorway of each shelter, forming a dangerous fire hazard. Therefore,

We recommend a re-examination and enforcement of the fire safety codes related to farm labor camps.

Health services are often not available to migrant laborers and their families. Either due to language difficulties or distance, these people have received very little care. We need to expend considerable effort in order to assure that they do receive the care we would like all people in Washington to have.

Often language and cultural barriers exist between local health departments and the people they should serve. One of the best ways to overcome these barriers is through the use of indigenous counselors. Therefore,

We recommend that indigenous (bilingual where appropriate) counselors be utilized by local health departments either on a voluntary or employee basis.

One of their major responsibilities would be to help the workers become well informed regarding the availability of health services.

Since labor camps on a farm are usually distant from any health care facilities,

We recommend that local health officers work with their communities through civic action to create health referral centers in proximity to farm labor camps.

Community action, with its attendant benefits of involvement and creation of civic pride, seems to be the best method of creating these health referral centers. The centers can be quite plain. The community just needs to see that a clean and sanitary place is provided where the doctor and nurse can bring in their equipment and work. This civic approach has been very successful in British Columbia.

In addition to creating these centers, the community must see that they are staffed. One way to staff these centers is through a joint effort by the local health department and the local medical society. Therefore,

We recommend that a public health nurse be made available in health referral centers on a regular basis, and that the local medical society provide medical services on various payment bases.

ENVIRONMENTAL SANITATION

One of the primary determinants of a person's health is the environment in which he lives. Unsafe housing, filthy streets, and polluted air all cause health problems and increase the burden on Washington's already insufficient health care services. Steps must be taken to assure a healthful environment if our health care system is ever going to be sufficient.

Air, water, land, and noise pollution are significant causes of health problems within our modern urban society. Thus, one of the most important steps we can take to improve health in Washington is to act upon the recommendations presented in the Physical Environment Chapter immediately.

We also should act on the recommendation of the Housing Committee regarding the establishment of minimum, uniform housing codes throughout the state. Moreover,

We recommend the re-evaluation or adoption by appropriate local government agencies of housing codes and the enforcement of these codes as they relate to health conditions.

In general, environmental sanitation is a problem of an entire community. Therefore,

We recommend that in localities where unsanitary conditions exist (debris, rodents, filth, etc.), that local citizens assist in the creation of self-help projects.

MATERNAL AND CHILD HEALTH CARE

The infant mortality rate in our state, as the entire nation, is higher than in most European nations. In areas that are predominantly black or Indian, the infant mortality rate is substantially higher. Therefore, well-baby clinics, prebirth counseling, and family planning are services that must be made available to all people throughout the state of Washington. Consequently, it is with a sense of deep concern that,

We endorse the objectives for the 1968-69 fiscal year of the Maternal and Child Health Program of the Washington State Health Department which include the extension of the family planning program to 8,000 new patients; a "high risk" pregnancy program; the increase and improvement of supplemental maternity care in communities; the increase of the Child Health Supervision Programs to a total of 15; the continuance of the Children and Youth Comprehensive Care Program; the achievement of 40,000 measles immunizations; the development of sup-

plemental Child Health Supervision services in local health departments; the development of a School Health Team to assist local school districts; a 10 per cent increase in the Child Study Service; continuance of support for the Child Study Field Team; and the continuance of support for the various mental retardation programs.

One of the most controversial considerations in the maternal and child health care field is the legalization of abortion. While some states, like Colorado, have taken steps in this direction, it is still viewed as a criminal act in the state of Washington.

The Washington State Medical Society's Public Laws Committee had an **ad hoc** committee that studied this question during the past year. This committee, called the Citizens Abortion Discussion Group, made a thorough investigation of the existing statutes and medical and psychological problems surrounding termination of pregnancy. This group consisted of diverse segments of our state including both Roman Catholic and Protestant clergymen. The report and proposed legislation that resulted from Citizens Abortion Discussion Group's findings have been subsequently adopted by the Public Laws Committee and the Washington States Medical Society's House of Delegates. The Medical Society will present this legislation to the 1969 Legislature.

The WSMS concluded that there are many reasonable and persuasive opinions both for and against abortion. The theological and philosophical views presented by both proponents and opponents are to be recognized and respected. Therefore, the WSMS feels that state government should not assume a position of imposing through the coersion of police power the viewpoint of one group or another. They advocate that the state should remain neutral except for protecting its citizens from having someone else's will imposed and from having the abortion occur in less than the optimum medical conditions. They stress the importance of the state requiring optimum health conditions since nationally the Kinsey Report estimated that of the 750,000 to 2,000,000 illegal abortions that occur annually, approximately 100,000 girls or women develop severe medical complications, and approximately 10,000 girls or women die. One of the arguments they present in favor of legalizing abortion is that it occurs regularly now but often in less than decent sanitary conditions.

Since the question of termination of pregnancy is vitally important in the field of urban problems,

We recommend that the Washington State Legislaure give careful consideration, through public hearings open to all groups who want to be heard, to the proposed legislation prepared by the Washington State Medical Society which would:

1. **Make the criminal abortion laws inapplicable to physicians, including osteopathic physicians, and to women under the care of a physician;**
2. **Require that, except in a medical emergency, any termination of a pregnancy may be performed in a hospital accredited by the Joint Commission on Accreditation of Hospitals or at medical facilities approved by the State Board of Health; and**
3. **Provide that no hospital, physician or other person objecting to the termination of a pregnancy would have a legal obligation to perform or assist in the performance of such a procedure.**

We further recommend that a commission, with broad representation, including lay citizens, elected officials, clergymen, medical professionals, et al., be formed to further study the question of termination of pregnancy and its legalization in Washington state.

DELIVERY OF HEALTH CARE SERVICES TO MINORITY AND LOW-INCOME GROUPS

Throughout this report, emphasis has been given to the problems involved in delivering health care services to all of Washington's residents. The problems peculiar to minority and low-income groups have been particularly stressed. To help resolve these problems,

We recommend that innovative programs be developed, financed, and implemented, which would demonstrate improved methods of delivering health services to low-income citizens, thus paving the way for broader programs which will make adequate health care available to those whose needs are the greatest.

A knowledge of the preventional programs could prevent many health problems and could reduce the need for remedial health care services among these groups. Therefore,

We recommend that the elementary and secondary educational systems intensify their efforts to educate young people regarding the utilization of health services.

While the state does provide many services to low-income and minority groups, they are not being fully used. Every effort must be made to help these people take advantage of these vital services. Therefore,

We recommend an educational and informational program to acquaint the minority and low-income groups with available health services in the state of Washington.

The Office of the Superintendent of Public Instruction, in cooperation with the Department of Health, should take the responsibility for producing this additional effort. The programs in our schools should be developed to overcome cultural and language difference.

GENERAL POLICY RECOMMENDATIONS

The necessary first step to solving health care problems involves information in the form of planning and publicity. The implementation of solutions will require coordination and cooperation. Consequently, a series of efforts must continue to be made in planning and coordination to insure adequate health care service in the state of Washington.

We strongly endorse the comprehensive health planning concept. Therefore, in addition to continuing the State Council,

We recommend more rapid organization of county and regional Comprehensive Health Planning Councils to assure continuing evaluation and planning of health care for all residents of the state.

As a general policy,

We recommend that all departments of State government with health-related functions evaluate their existing health programs and services for effectiveness and efficiency, and that cooperation be maintained by all departments to preclude duplication of effort.

In order to give our local health departments as much help as possible and to insure that the citizens in every area of our state receive care,

We recommend that the annual evaluation and analysis of all programs of the local health departments by the Washington State Health Department be made more extensive and more effective, perhaps by giving the State Department budgetary power, to assure that the local departments meet minimum standards.

To assure that public health services are adequately considered,

We recommend that the Governor appoint a representative from the State Department of Health to serve on the Traffic Safety Commission.

To assure consideration of the medical-health ramifications of highway design,

We recommend that health care professionals be included in the multi-discipline design team approach prepared for the routing and design of new transportation routes by the Washington State Department of Highways (or, if created, the State Department of Transportation).

Finally, since all questions of human welfare must include consideration of health, and since the problems of our low-income people are almost always connected with their physical and mental health,

We recommend the inclusion of medical and health representatives on all advisory committees that deal with low-income and minority groups.

CONCLUSION

In his keynote address to the Governor's Conference on Comprehensive Health Planning, Governor Daniel J. Evans summarized the essence of our state's health problems very well:

"We have created a system for delivering health care which has converted what should be a basic right into an economic privilege. And we have failed in large respect to make good health available to those who need it most at anything near the price they can afford.

Ask the chief of a poverty-stricken Indian tribe about hospital insurance plans;

Or ask the social worker in our central city areas about affording decent hospital care and regular physical check-ups.

Ask them, and you will find that it is still possible in our affluent society to be too young to qualify for Medicare, too poor to afford insurance, too ignorant to ask for help, and too sick to care one way or the other."

The public in general as well as the health professionals must become fully aware of the need for immediate, effective action in the health field. A person's health is too important a matter to ignore. The recommendations presented in this report are merely a beginning. The need for lay citizens to get involved as individuals in the regional comprehensive health planning conferences and councils cannot be overstated. The problems of health care manpower, facilities, delivery, etc., are of far too great a magnitude and depth for people to not join with professionals in formulating definitive revisions and solutions.

CHAPTER IV
EDUCATION

Most people think that our system of formal education is basically sound, and that all that is needed is the extension of the basically good education to all students. But my impression of what students have learned after eleven or twelve years in the public schools indicates that our educational system is pitifully inadequate to the needs of modern America.[1]

Education is the corner stone in the lives of urban men and women. Their material and social success is greatly affected by the skills they have developed or knowledge they have gained in their schooling. Education is easily the most important aspect of their preparation for adult life.

The historically strong sense of concern, sensitivity, and commitment to educational excellence in the State of Washington has ripened with the growth of our urban areas. Schools undoubtedly receive more close scrutiny and criticism than any other governmental institution. Education is not seen as the responsibility of professional educators and institutions alone. All citizens and their elected officials must be involved in this vital process.

The Education Committee thus undertook to point out, as a lay-citizens' group, specific action that should be taken to make education a truly relevant and meaningful preparation for life for Washington's citizens. To this end, it met with representatives from the Education Commission of the States, the Office of the Superintendent of Public Instruction, the Director of Occupational Education for Seattle, and members of the Joint Committee on Education of the Legislature. It also met with the Tax Advisory Council, the Director of the State Division of Vocational Education, a representative of the Coordinating Council for Occupational Education, and the Director of the State Board for Community Colleges. The Office of the Superintendent of Public Instructtion and the Joint Committee on Education provided additional material. The Education Committee also held hearings with parents, students, and teachers in the Central Area of Seattle and the Hilltop District of Tacoma.

The staff has gained a vast amount of information from these sources. Other material was produced from the findings of the Non-Urban Sector Committee and the Job Training and Opportunities Committee of the Urban Affairs Council.

The schools in Washington should provide Washington residents with adequate preparation for them to take their places in society as contributing citizens. We say "should" because in an era of an expanding economy, immense population shifts, and continuing technological and social change, almost all schools have done an inadequate job. Their shortcomings have a variety of causes, all of which must be remedied before education can fulfill its societal role.

The causes can be categorized as finances, organization, personnel, and curriculum. While we certainly do not think that the answer to all our educational problems is simply to provide more money to school districts, the reforms we advocate do take money, and consequently, finances are an essential first step. In the past, and even today, school districts are limited by the amount of money they can raise on property taxes within the district. Special levies have become an annual feature in most areas of the state. Some school districts simply cannot raise sufficient funds to improve their schools due to an electorate that either is unsympathetic or feels overtaxed. The state must assert a more active role in school financing. A way to avoid the uncertainty, public expense, and lack of long range planning caused by special levies must be developed. Comprehensive tax reform is the only answer.

The second major cause of educational problems is school organization. School districts, school administrators, and individual schools often have been either unwilling or unable to change significantly to meet the rapidly changing educational needs of our modern urban society.

This reluctance to change has helped to cause de facto segregation, alienation of students, stifling of teachers, limited curriculum, needless duplication, and an inefficient use of taxpayers' money. The unwillingness of many school districts to consolidate or even cooperate, particularly in urban areas, has helped cause students of cultural minorities to concentrate in one or two schools rather than to develop a multi-racial educational opportunity throughout the metropolitan area. This same unwillingness in the state has caused school districts to needlessly duplicate programs that could be combined, and made it impossible for some districts to provide vital and necessary opportunities to their students.

The organization in individual schools has, in most instances, forced students to work at the same pace regardless of personal differences, and has thwarted the teacher who would like to try new innovations in teaching. School administrators have found few ways to channel the new student awareness and concern into constructive measures. Student interest and desire to learn are usually not fully stimulated and all too often discouraged by the traditional organizational pattern.

[1]Testimony received at the Tacoma Education Committee hearing on June 19, 1968, by Steven Fortson, a Tacoma high school teacher.

The third major cause of educational shortcomings is school personnel practices. Teacher and administrator training, recruitment, salaries, career advancement, and retention currently do not do an adequate job of attracting the most talented and exceptionally intelligent men and women in our society to the education profession. Most college students consider teacher-training courses to be irrelevant, to lack real substance, and to be intellectually unrespectable. Student teaching and observation experiences rarely involve work with cultural minority students. Recruitment techniques usually are limited to the traditional classroom teacher category and the highly motivated white, middle-class person. Teachers' salaries are improving but still are far from comparable to other professions, e.g., law and medicine, and to private industry. Career advancement for most teachers means leaving the classroom to go into administration. The classroom teacher is often not free to experiment with innovations or to adopt unique styles and techniques. All these factors have contributed to the loss of more than half of our teachers who began teaching five years ago. This phenomenon must not be allowed to continue.

Finally, one of the greatest challenges to our schools is to keep our curriculum current with the rapid, vast changes in our modern, urban society. The word heard most often in education hearings and meetings is **irrelevance.** It must describe much of what is taught in classrooms today.

Students who will be looking for a job after high school are channeled into college preparatory courses that have little relation to their future.

Courses in citizenship, in occupational skills, and in job opportunities usually are relegated too late in the educational process and given secondary consideration. We have college preparatory programs in our secondary schools that often do not prepare our children to succeed in college and vocational programs that often do not prepare them to hold a job. Too often we use textbooks that are antiquated or culturally biased and provide little intellectual stimulus to the students.

The curriculum of our public schools is particularly irrelevant to students of a minority racial or ethnic background. The white, middleclass orientation of our curriculum often has so little relation to the life experience of minority children that they become disinterested in school and become the perennial "dropout".

Financial and organizational reform are not enough, since schools that do not teach what is relevant to the world they are in are of little value, no matter how well funded or how well operated.

STUDY OF TEACHER RETENTION

PART 2--WASHINGTON TEACHER EDUCATION GRADUATES WHO STARTED TEACHING IN THE SCHOOL YEARS 1951-52 THROUGH 1966-67 AND ARE STILL TEACHING IN 1967-68

Year Started	MEN						WOMEN						TOTALS		
	ELEMENTARY			SECONDARY			ELEMENTARY			SECONDARY					
	No. Start.	No. Teach	% Teach	No. Start	No. Teach	% Teach	No. Start	No. Teach	% Teach	No. Start	No. Teach	% Teach	No. Start	No. Teach	% Teach
1951-52	86	65	75.6	180	108	60.0	70	20	28.6	72	21	29.2	406	214	52.5
1952-53	129	80	62.0	380	246	64.7	265	83	31.3	150	54	36.0	924	463	50.1
1953-54	111	68	61.3	267	170	59.2	280	105	37.5	156	31	19.9	634	374	44.8
1954-55	116	66	56.9	341	195	57.2	312	106	34.0	182	58	31.9	951	425	44.7
1955-56	169	105	62.1	445	269	60.4	373	98	26.3	215	81	37.7	1,202	553	46.0
1956-57	152	111	73.0	440	272	61.8	330	91	27.6	241	79	32.8	1,163	553	47.5
1957-58	142	111	78.2	489	305	62.4	383	126	32.9	280	88	31.4	1,294	630	46.7
1958-59	153	92	60.1	543	379	69.6	339	102	30.1	281	104	37.0	1,316	677	51.4
1959-60	160	121	75.6	606	413	68.2	395	127	32.2	313	103	32.9	1,474	764	51.8
1960-61	164	128	78.0	544	386	71.0	458	159	34.7	369	146	39.6	1,535	819	53.4
1961-62	196	138	70.4	670	447	66.7	557	206	37.0	413	148	35.8	1,836	939	51.1
1962-63	172	107	62.2	506	347	68.6	560	200	35.7	446	168	37.7	1,684	822	48.8
1963-64	160	146	91.3	625	434	69.4	567	318	56.1	689	262	38.0	2,041	1,160	56.8
1964-65	147	101	68.7	589	369	62.6	783	382	48.8	611	266	43.5	2,130	1,118	52.5
1965-66	158	152	96.2	586	519	88.6	856	719	84.0	595	501	84.2	2,195	1,891	86.2
1966-67	202	182	90.1	647	586	90.6	940	759	80.7	621	481	77.5	2,410	2,008	83.3
TOTALS	2,417	1,773	73.4	7,878	5,445	69.1	7,468	3,601	48.2	5,634	2,591	46.0	23,397	13,410	57.3

FINANCES

We reject the idea that the panacea for all our educational problems is merely to give more money to our schools. A "business as usual" and "more of the same" approach will not resolve the severe problems of our educational system.

We are advocating reforms to improve the educational process. These reforms will call for increased investment of monies, just as present programs do. The additional money would be well invested.

The question that immediately arises is how additional funds will be developed. Special levies, a major part of school financing at the present time, are estimated to be over $98 million this year and even higher next year. The State had a 1½ billion dollar educational budget for the 1967-69 biennium, and undoubtedly will see the budget increase in the next biennium.

In a state where property taxes are one of the leading arguments for comprehensive tax reform, another property tax has an inherent disadvantage. Additional funds sought by schools through special property tax levies tend to be for projects that have wide popular appeal, such as athletic facilities, instead of new textbooks or special educational opportunities. Clearly the system we have of raising funds must be changed if the State is going to uphold its commitment to equal educational opportunity for all residents of Washington. Therefore,

We recommend comprehensive tax reform as a necessary step to solving major problems of school financing.

We are convinced that the State of Washington is in need of tax reform for many reasons, not the least of which is the major problem of school financing. Tax reform does not simply mean tax increase. The route that generally is favored now is the adoption of an income tax, the limitation of the property tax, a reduction or elimination of the Business and Occupation tax, and the exemption of food and prescribed drugs from a lowered sales tax. Tax reform is critically needed. It cannot be postponed any longer.

Education is too important to depend on such an unsatisfactory system as special levies. The current situation in Port Angeles and Bellingham where students are being deprived of enrichment programs in the arts and athletics exemplify the drastic effects levy failures can have on a community. Therefore,

We recommend that the bulk of school financing for regular needs be met by state government.

This involves a shifting of priorities in the Legislature so the necessary money will be available. It involves an apportionment system that recognizes the special needs of various districts and the heavier burden that many districts have to bear. It involves a definition of "regular needs", a definition that must be flexible enough to allow for constant improvement in education. The problems are not insurmountable, and the deficiencies of the special levy may soon be a much more difficult task to overcome.

The special levy is not without merit, however. It has proven itself as a way to raise funds for new programs and special facilities. We feel it should continue to be used for those purposes. Therefore,

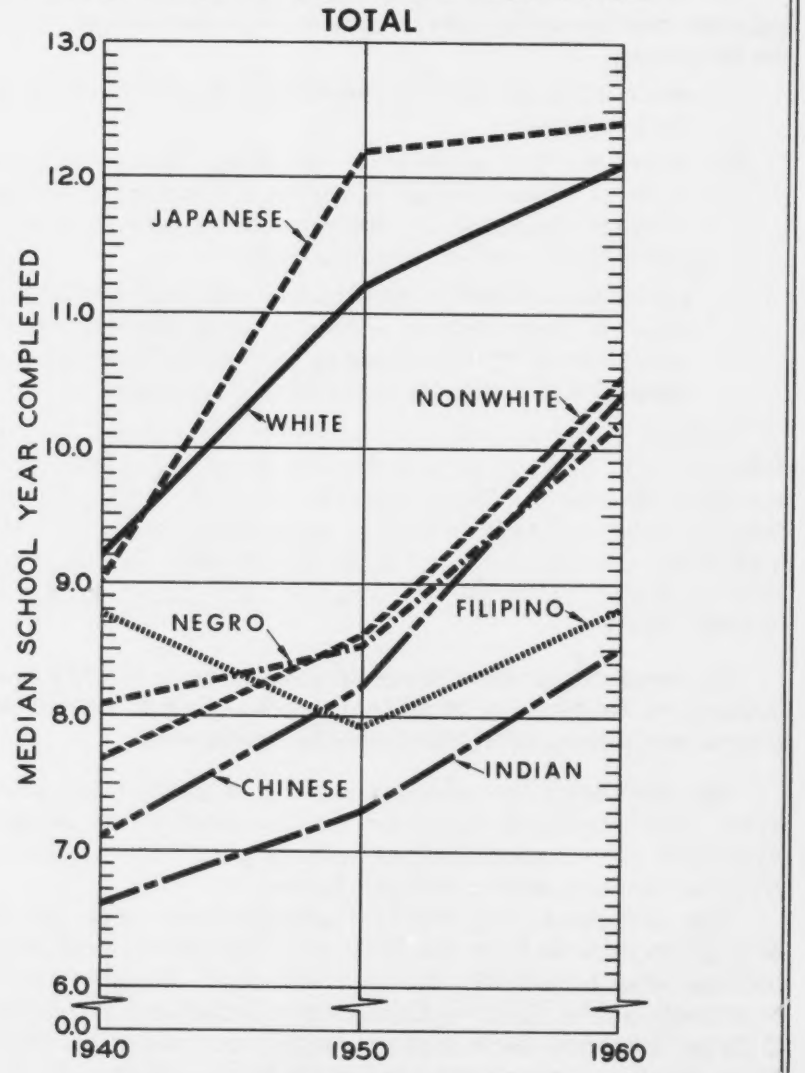
We recommend that special levies for school finance purposes be limited to special programs over and above normal requirements.

We cannot overly stress the need for school districts and schools within districts to work together. To combat de facto segregation, that is segregation by fact and not by law, to provide equal opportunities for special programs, to allow individual areas to specialize in those subjects they can teach best, school districts must cooperate. This cooperation involves transfers (on a voluntary basis) from one school to another and from one school district to another. Transfers incur special programs of adjustment and more transportation. Funds should be available for both. Therefore,

We recommend that the State provide transportation funds to school districts for students participating in transfer plans designed to achieve racial balance.

For students involved in such programs as magnet schools,

TRENDS IN EDUCATIONAL STATUS: MEDIAN SCHOOL YEAR COMPLETED* NONWHITE RACIAL GROUPS, WASHINGTON: 1940 TO 1960



*POPULATION 25 YEARS OF AGE AND OVER

We recommend legislation to make it possible for the local school district to cover the cost and be reimbursed from the State transportation fund.

For students involved in interdistrict programs,

We recommend that school districts be reimbursed for that portion of the cost of transfers from outside the school district that is not covered by the state allotment.

For schools that are involved with transfer students,

We recommend allotting funds for programs to aid in expediting and implementing school cooperation and integration such as the following:

- **a. orientation of staff in receiving schools involved in transfer programs;**
- **b. provision for supportive resources in receiving schools, such as Home-School Aides (see Personnel section of this chapter) to assist in communication and liaison with the parents of transfer students; and**
- **c. provision for staff members in receiving schools to participate in instructional planning and development for the adaption of the instructional program to changes brought about by the transfer or integration process.**

Finally, we share the conviction of most Americans that our colleges can provide a unique set of opportunities for those qualified to attend. These opportunities should not be reserved only for those affluent enough to pay their own way. These opportunities are available at both public and private institutions, and we should make the fullest use of both to educate our young people. Therefore,

We recommend state financial assistance to worthy and needy students in the State of Washington who wish to attend public or private institutions of higher learning in this state.

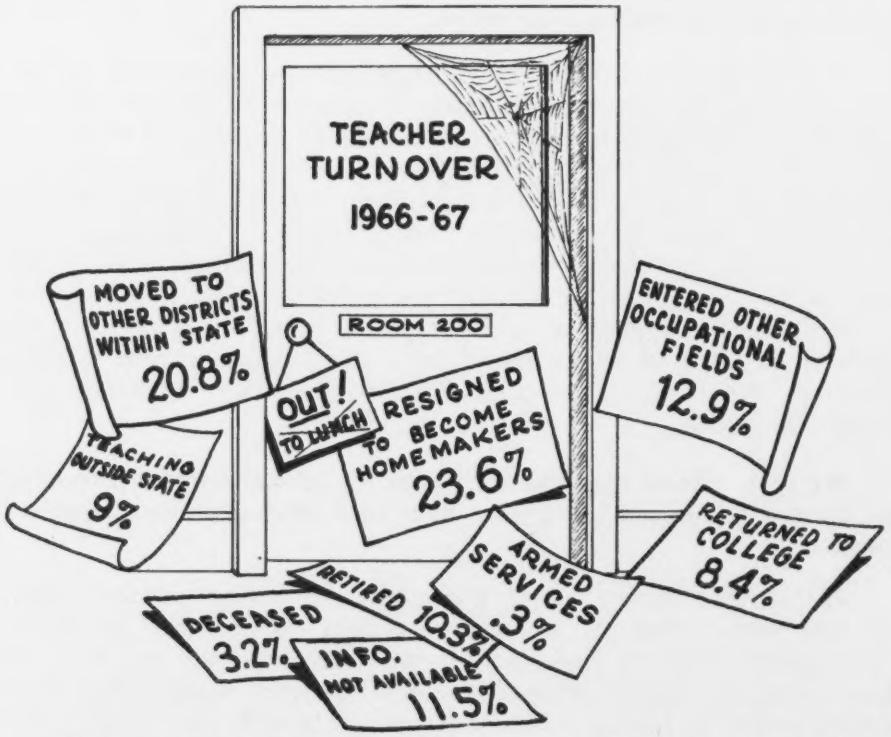
The standards for selecting worthy students have been developed. The standards must be flexible enough to allow for the applicant with capability but with a poor record, due to home environment or racial or cultural factors.

The standards for needy students must also be thorough enough to include both the poor and the person with an average income who has many children in school simultaneously. Such standards as the Parents' Confidential Statement published by the College Entrance Examination Board, do allow for factors like large families. Something similar could be adapted to the special needs of Washington.

ORGANIZATION

An ironic ailment of Washington education is that it has too many school districts and too few programs. Many schools across the State are competing with each other to teach in the traditional way, with the same results. Our expanding technological economy and the heightened consciousness of those who do not succeed with this type of education, however, mean we no longer can afford the desire of every neighborhood across the state to duplicate other neighborhoods' schools.

School organization should ideally provide several positive features; none of which is adequately provided now. The first is flexibility to experiment and to correct the errors of the past. It is not our desire to fault individual administrators across the state, but rather to fault the system that either makes it difficult or offers very little incentive for the individual teacher or the individual school to experiment and change. The only ongoing stimuli for experimentation are federal title act funds. The Seattle magnet school is a good example of such experimentation.



The second requirement of school organization is that it be of a form that can offer educational opportunities efficiently. This may include either combination or cooperation, but needless duplication and random scattering of vital programs must be prevented.

One of these vital opportunities is to attend school with a culturally diverse group. Most districts have proven their inability to do this without conscious effort. We must either provide that conscious effort or develop an organization that provides the diversity we need.

The relationship of the various elements within any given school is a major problem. Students must be given more responsibility for their own learning process. This involves their relationships with both the teachers and the school administration. School organization should make a place for this increased responsibility, and it must be one in which students can contribute constructively, and not be forced into indifference or revolt.

Teachers are the other element within the school that need an expanded role. The individual teacher should be freer to experiment and change in his classroom, and teachers collectively should be able to exert influence along with students on the shaping of general educational policies. School organization must provide for this freedom and influence.

Our educational system should somehow develop the ability to work with the vast amount of education that goes on outside the school classroom.

Our first recommendation is obvious. In an era of change, schools must be free to bring themselves up to date and adapt to the world around them. Therefore,

We recommend that provisions be made for implementing flexibility in administration to experiment with new programs, new methodologies, and variations in instructional organization.

Provisions for flexibility must be made both by the school boards and by the individual school administration. First, the school establishment, including state organizations and local school boards, must encourage and, in some cases, finance experimentation. Second, the individual school must plan to adapt to changing conditions. The school administration should encourage its teachers to experiment and should aid in planning such items as use of classrooms for team teaching, continuous progress classes, and similar programs.

As an aid to flexibility and to increased educational opportunity, cooperation and, in some cases, consolidation must be encouraged in all areas of our state. Cooperation of all the schools within a metropolitan area, both suburban and urban, is necessary if we are to provide to all the opportunity to attend school with a culturally diverse student body. Another concept is the magnet school, having some schools within a given district offer special programs. The system of voluntary transfers could be encouraged by a region of schools where one school specialized particularly in the humanities, one particularly in the natural sciences, one particularly in modern occupational skills such as keypunching, and other schools specializing in other programs. Therefore,

We recommend that greater attention be given to regional planning and school district consolidation or cooperation both in rural and urban areas.

The State of Washington has 337 school districts, ranging in size from Hartstene with 4 students to Seattle with 90,275 students. All try to offer a complete range of programs, causing both duplication of the programs everyone can afford, and a restriction of those voluntary programs only the well-endowed districts can afford. We residents of Washington state are depriving our children of educational opportunities by our insistence on nearly total local isolation. We are not recommending that local areas give up all control, in fact, we hope each community will take a strong interest in the education its young people receive and take steps to insure its quality. A quality education for all students must come, however, before the hope of some people for complete local autonomy. Cooperation and, in some cases, consolidation are necessary throughout the State in order to insure that every child has an opportunity to receive a good education.

De facto or involuntary segregation causes innumerable problems. It promotes unequal schooling and thus inadequate preparation for many of our young people. Therefore,

We recommend that the State of Washington set a high priority for the resources necessary to resolve the problems arising from de facto segregation.

The basic guideline is to provide quality education for all. To meet this guideline, we need to improve schools wherever they exist. We then must do everything we can to encourage integration. Magnet schools, specialized centers, and widespread voluntary transfer programs are some of the ways to proceed. Although we strongly believe in integration, we also believe that forced integration is as bad for some students, both black and white, as forced segregation is for many others. If we can create a system that integrates as a natural part of the process through attraction to various schools for specialized opportunities, we will not have forced segregation or forced integration.

To effectively encourage integration, we must involve more than small local areas to have the necessary resources and diversity. It will involve total metropolitan areas, rather than only the urban or suburban section. Therefore,

We recommend that suburban school districts which surround an urban center be encouraged to participate in the efforts to combat de facto segregation through such techniques as "educational parks" to improve inter-group relations both within and between the various school districts.

We already have outlined several funding measures that would help to encourage cooperation. The State also must make provisions for the cost to each district of transfer students from outside the district, and for the necessary additional staff. The additional staff should include talented teachers and counselors who can make the adjustment easier for the students. Home-school aides can help to provide the communication and guidance that students from another area may need.

Not only must districts work together and schools within a district work together, but all the elements that make up an individual school must work together. Therefore,

We recommend that channels of communication and dialogue be improved between the student, the parent, the teacher, the administration, and members of the school establishment.

One method of improving communication is the use of the Home-School Aide. A person from the community could serve on a full-time, part-time, or voluntary basis as a liaison between parents and school teachers, administrators, and members of school boards.

Surprisingly, one of the channels of communication often found wanting is between teachers and the school establishment, including school boards, district staff, and school administrators. We now have an institution, however, that can serve as the needed channel of communication. An amendment to RCW 41.06.150, passed by the last session of the Legislature, authorizes collective bargaining for all public employees. Another law, the Professional Negotiations Act, provides this power for K through 12 teachers. The bargaining table could serve as the discussion center where teachers can voice their concerns to school administrators and members of the school establishment. The bargaining table, however, where it does exist, is not serving as a channel of communication. The trouble is not inherent in collective bargaining. Rather, it stems from the inexperience of both teachers and school establishments in using collective bargaining skills. Workshops have been held to resolve this. Therefore,

We recommend that both members of school establishments and teacher groups strive to increase their skills in the key area of collective bargaining.

Skills can be increased through both practice and training. We are recommending both. The people concerned could obtain training during the summer or in nonschool hours from labor relations experts in both unions and big business. They could then use this training to re-examine the position of the classroom teacher, his salary, and other career incentives.

The position of the classroom teacher does need the comprehensive re-examination that collective bargaining can provide. In most cases, the teacher is truly not free to experiment within the classroom, and usually does not contribute to general school policy. School planning too often is done by high-level school administrators and affected by legislative decisions without ever consulting the classroom teacher that must implement that planning. While the Professional Negotiations Act and some school districts provide for teacher involvement, we wish to further encourage it. Therefore,

We recommend that the teachers have increased opportunities to participate in the development and planning of new programs that adapt to the changing conditions in the school and community.

Teachers could serve more extensively on committees to plan new programs both in individual schools and in school districts.

The other party who lacks a voice in planning and development is the student. To plan for educating students without considering their suggestions is not only illogical, but it also adds to student resentment. We are not suggesting that students should have the final say, but we are suggesting that they should be listened to. Therefore,

We recommend that students have greater opportunities to make recommendations for the improvement of general school policies.

One of the easiest ways to provide greater opportunities is to include students on planning and development committees. Therefore,

We recommend that students (on the high school and college levels) have opportunities to participate as members of faculty and community planning and advisory committees that develop recommendations for the improvement of instruction.

At least one change is sure to result if both the teachers and the students have a voice in planning. This change is in the classroom scheduling. Consistent with the testimony received in all hearings and interviews,

We recommend that schools depart from the traditional lock-step type of instructional organization in which all students in a classroom group are compelled to move at the same pace with the same teacher, in the same classroom, using the same lesson plan and textbook and all within the same time format of one period a day, five days a week for a full semester.

To replace this lock-step type of organization,

We recommend instructional organization which makes it possible for students to assume more responsibility for their own learning process.

This organization may be continuous progress schools as in Florida and as Seattle is trying now, it may be more independent study projects as are used in some of our science courses now, it may be anything that allows the student to take more responsibility. It may mean using school-service aides and instructional assistants so that the teacher is free for more individualized instruction, to work with each student at his individual way of learning. Quite a few school districts have changed in this respect, but all others must join in this critical reform.

If the school establishment listens to either the teachers or the students, disagreements undoubtedly will develop. The teacher has professional negotiations as his final recourse. The student also should have such a mechanism. Therefore,

We recommend that dialogue and consultation with school personnel as well as one another become legitimate student activities to the degree that such is compatible with the integrity of the school program and the source of authority in the school.

Finally, our educational system often either merely registers the education our young people receive outside the classroom or ignores it entirely. Our educational system must do better. It must provide the learning tools to absorb this outside education, and it must encourage the absorption everywhere it occurs. An easy step schools can take is to open their facilities during nonschool hours. The actual physical plant of a school can serve as a community center and recreation place with very little additional cost to anyone. It certainly would cost less than constructing other buildings. Therefore,

We recommend the increased use of school facilities for recreational and community center purposes during nonschool hours in cooperation with local recreation organizations.

Another educational experience of great value for urban children is that of summer camps. A large number of churches, YMCA's, Boy Scout, Girl Scout, and Campfire Girl groups, military units, corporations, and private individuals have recreational land, often fully equipped camps that remain idle through much of the year. They could be used to send many children to summer and weekend camps. In New York State, for example, educators found that those students who had been to a summer camp read much better than those who had never been out of the city. Therefore,

We endorse the idea of summer camps for youth (particularly for those who cannot otherwise afford trips out of the city) and recommend that they be encouraged by public and private agencies.

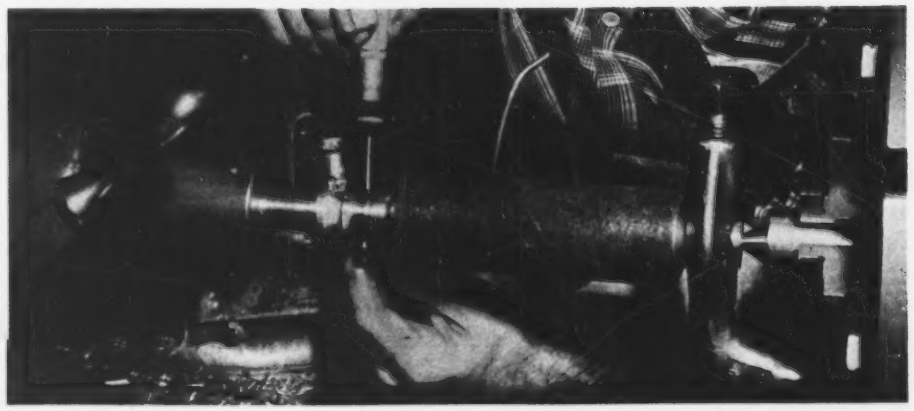
Two other programs also impressed us as particularly valuable in educating young people. These were the summer intern and New Careers programs in state government. The summer intern program is primarily for graduate students. They work in the various departments of state government during the summer. Often they do significant work, as well as learn how our state government functions. They become involved in such projects as tax research, constitutional reform, and the preparation of legislation.

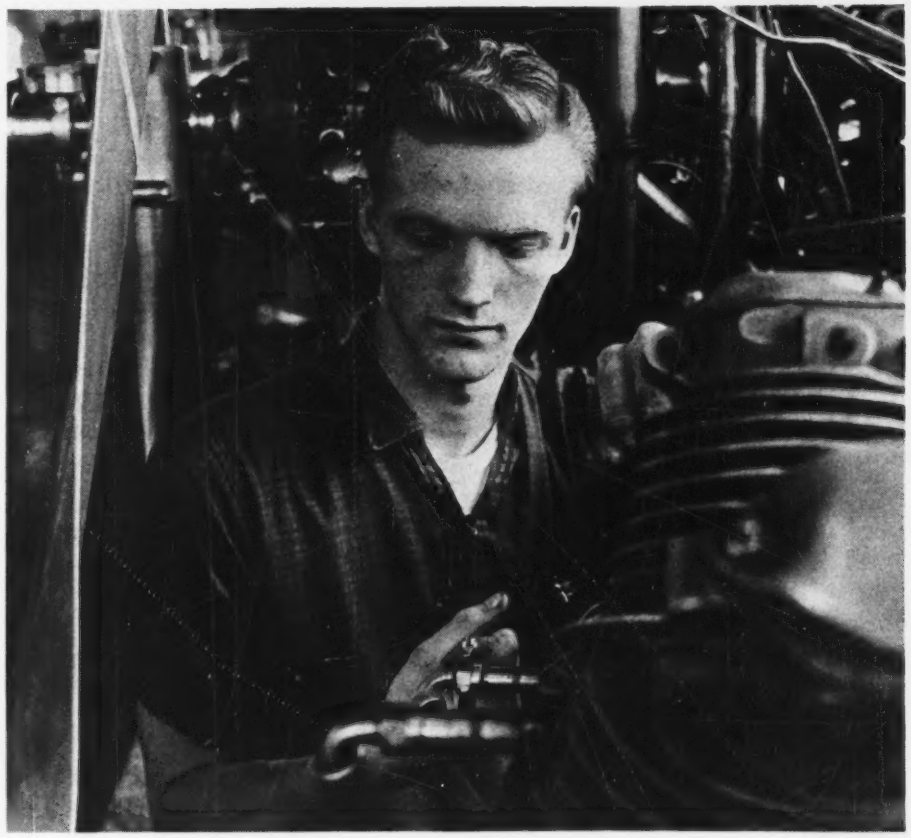
This program could be expanded both to include more people on this level and to include those with less educational training. Many high school graduates could fit into summer programs that would add tremendously to their knowledge about state government. The state could benefit from the fresh, new ideas these people often present. Therefore,

We recommend that the various state departments continue to expand the summer intern programs at all levels of training.

The other program that impressed us was the New Careers program administered in Washington by the State Office of Economic Opportunity. This program provides an opportunity for those not equipped, through lack of schooling, to do well on the Civil Service exam. Special training programs are developed that train these people while on the job. Both careers in state government and a tremendous amount of knowledge are gained. Therefore,

We recommend that the various state departments continue to expand their use of the New Career people.





PERSONNEL

Many of the problems of personnel would be solved by school organizations that were designed to make the best use of our educators.

Even if organization were revamped, however, we would have personnel problems. The problem of personnel must be attacked directly, in order to bring about crucial educational reform.

Education suffers from at least three problems regarding personnel—recruitment, training, and retention. Before we begin to discuss each problem individually, we must stress the relationship among the three. If recruitment were better, we would have better educators, even if no changes were made in training. If training were better, we would attract more individuals to education and equip them so that they would stay in the field.

The problem of recruitment is apparent in many ways. The first is the lack of minority persons in the field of education.

Another problem is in the field of vocational education. Many people are extremely well qualified and willing to teach about

job skills. Yet, these individuals cannot teach because of many school districts' policies. The State does offer a special certificate for vocational teachers and the school districts only need to use these teachers effectively.

Many young people would look forward to teaching as an experience, even though they would recoil from the thought of it as a career. If our school districts would allow these young people to teach for a while, through special categories like instructional assistants, we would have the benefit of many young people in education, and perhaps this would induce many to make education a career.

The practice of using lay instructors, which is prevalent in many colleges throughout the nation, could be used more extensively in all Washington schools. As guest lecturers or guest instructors, experts in various fields in industry, government and research could share their knowledge and practical experience with students.

Training is another key to improving education in our state. We must equip our educators to work effectively with all the problems education in Washington presents. This training must include much that is not included now. The first is broader cadet teaching. The practical experience matched with classroom evaluation is a matchless way to train teachers, and it provides an opportunity not only to experiment with new teachers, but with new teaching procedures as well. Like summer interns in state government, cadet teachers could be a real innovating and modernizing force as well as an excellent learning experience for future teachers. This cannot be done in nine-week periods. We suggest up to a year of cadet teaching, with classroom evaluation and more experienced teachers to help the cadet make the best use of the cadet teaching opportunity.

Next, training must pay more attention to the special problems of education that certain areas of our state present. They must learn the special problems and the special opportunities that our urban cores present. Alternatively, they should learn the special problems and opportunities of Washington's rural areas. Above all, they must learn the difficulties of and the ways to deal with people of various cultural groups. Most teachers who grew up in an all-white neighborhood, went to all-white schools and then try to teach black children end up in a teaching situation that is not so much ludicrous as pathetic. While we make a definite effort to train more teachers from these minority groups we must train all teachers as best we can to work with these minority groups.

Teacher training also should include more training for the interests we want our schools to encourage. Community relations, the governmental process, and the relationship of classroom affairs to world affairs should be concerns at every school. We need teachers trained to teach these subjects.

Training must not stop with the teacher or with the teaching certificate. We must make sure that administrators are prepared for the problems that schools in our diverse and changing state face. We must have administrators that can adapt to the changes and improve the quality of education in the process.

Teachers and administrators should look on their training as a continuing process that goes on as long as they are alive. The chance to experiment should be available to both, as well as the chance to obtain more formalized training throughout their educational careers.

Teacher retention is one of the major problems we face in the field of education. One of the most effective ways to retain people is to pay them well. Education salaries must be competitive with the private sector, both to recruit and retain people in education, and to keep them from going to other states.

Money is not the only answer, however. Most people enter education because of personal convictions rather than its financial promise, and factors other than money are important. One area that education has been notably lax in providing is the opportunity for personal advancement within the field. Teachers advance out of teaching into administration, rather than into more responsibile positions in teaching itself.

One of the ways to retain teachers then, would be to provide a series of categories, with attendant salaries and prestige, so the teacher could advance without leaving the field. A series from teacher's aide to teaching assistant to teacher to master teacher to chairman of a department or grade could be used in schools at almost any level, and would be a strong inducement to stay with teaching.

Another way to retain classroom teachers is to give them more responsibility. If the teacher felt less restricted in the classroom and freer to experiment, he could advance himself by increasing his teaching proficiency.

Finally, the whole problem of personnel is bound in the problems of education. If our schools are to be truly effective instruments for preparing our young to take their place in society, education must attract, train, and retain some of the most intelligent and talented people in our entire society. Improving our schools and improving the people working in them go hand-in-hand. Neither can be done without the other, and each effort in one area adds to the effectiveness of efforts in the other. Therefore, we make the following recommendations.

New and innovative programs in teacher training are vitally needed. Therefore,

We recommend that teacher training programs include:

a. **broader cadet teaching**
b. **training in human relations**
c. **development of sensitivity to community needs.**

These teacher trainees could help the classroom teacher try new and innovative programs, and provide relief for overcrowded schools, while receiving practice and experience which they can evaluate with other trainees and instructors in their own teacher training institution.

Training in human relations involves not only the psychology of the student, but also the sensitivities of various cultural minorities. It involves training in working with the parent and the home environment as well as the student. In addition to those now in training institutions, present-day teachers and administrators also should receive such training. Therefore,

We recommend that all school teachers and administrators receive sensitivity training.

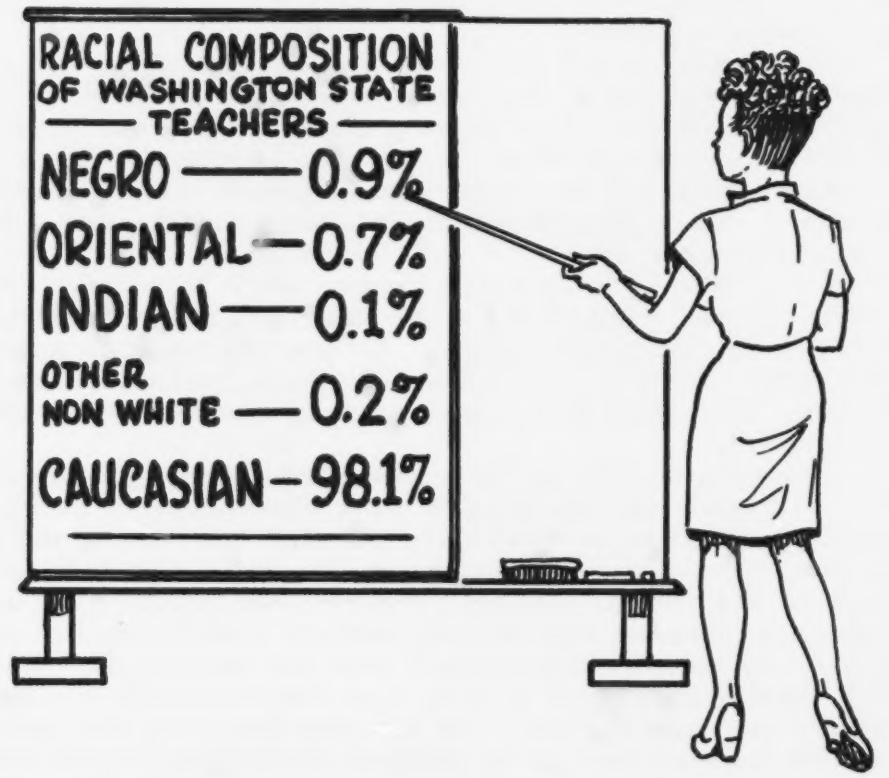
Development of sensitivity to community needs involves an appreciation of both the special opportunities and the special problems that any given area presents. Teachers that will want to teach in urban centers, for instance, should be made aware of the racial and income problems their students face, as well as the cultural and social opportunities of these students. The same sort of training should be given to teachers that will be in rural areas, on Indian reservations, or in upper-middle class suburbia. Each presents its own problems and opportunities, and the teacher should know how to work with all. Therefore,

We recommend that teacher training institutions develop special programs to acquaint teacher candidates with the unique characteristics of schools from different areas (urban centers, suburban, rural, poverty stricken, and racial and ethnic minority areas) and the special opportunities that teaching in each of these areas offer.

Along with the program,

We recommend special programs be developed which take the teacher candidate to these various area schools for observation and training experiences.

One of the problems of relating and teaching effectively in special areas and to special groups is that teachers and administrators from these special groups are in short supply. Less than 0.9 per cent of our teachers are black. Less than 0.002 per cent of our teachers are Indian. The under representations continue for other groups as well. Blacks teaching blacks and Indians teaching Indians not only employs members of these groups, it makes for more rapport and more effective teaching as well. Therefore,



We recommend that teacher training institutions actively recruit members of racial and ethnic minority groups for the teaching profession.

Also,

We recommend that all school districts actively recruit members of racial and ethnic minorities as teachers and school administrators.

One of the most effective steps toward an integrated education is an integrated faculty. The increased hiring of members of minority groups is one step we can take now, and its benefits will last into the future.

A vast field of people exists who know a subject well and could communicate it to a class. These are lay-citizens who are experts in their field, whether a vocational trade or a professional speciality. They could become valuable resource people as lecturers and discussion leaders, field trip guides and experiment monitors if school districts would use them. Private industry could

become directly involved in education not only through scholarships but also through loaning their experts to teach for short

periods of time. Therefore,

We recommend that school districts broaden the opportunities they offer their students by using lay-citizens as acting instructors.

To help solve the problem of teacher retention,

We recommend that programs be developed to allow the teacher to progress in his career without leaving the teaching field.

We have also suggested that a series of categories with attendant salaries and prestige might be a way of allowing teachers to progress. Therefore,

We recommend that instructional assistants and service aides be used wherever feasible.

The instructional assistant, as defined by the State Board of Education, is a person who assists in instruction under the supervision of certified personnel. He or she could be a college graduate without special educational training. He or she could be one of the many young people who would like to try teaching as an experience, but are not willing to commit themselves to it as a career. This category would allow Washington to use these people as assistants in the classroom, and hopefully induce many of them to go on to become teachers. It could be one of the most effective recruitment devices in education. It would also provide a supply of intelligent, educated young men and women to help relieve the overcrowding in our classrooms and the heavy burden on the full-time teacher.

The service aide, as defined by the State Board of Education, is a person who works directly under supervision on tasks which are primarily of a routine or noninstructional nature. He or she could be a student of the school, hired on a part-time basis (maybe even one hour a day) to help with the trivia teachers must do. He or she could take attendance, help correct objective tests, record grades, and help with audio-visual aids such as bulletin boards and film strips. A formal system of volunteers and hired personnel could be used. Dropouts could be attracted back by offering them a job. The teacher's aide would provide another contact with education that just might stimulate a desire to enter the teaching profession. Also, the category would relieve the teacher from trivia and enable him to do a more effective job of simply teaching.

Another retention device we have mentioned, in addition to categories, is the opportunity for less formalized progress through an increase in teaching proficiency. We must give the teacher more freedom in the classroom and allow him to increase his own teaching skills through experimentation and further training. In this process, the opportunity for additional training is an integral part. Therefore,

We recommend increased opportunities for teachers to take sabbaticals for further training that broadens their experience and background.

Finally, the personnel in our schools must be able to understand and work effectively with the home environment. To work with the community, the school must be able to communicate with it. Yet, many parents, like their children, lack the background of experience to relate effectively to the school situation. They are weak in communication skills and do not feel at ease with people such as teachers who represent status and authority in a middle-class society. In a highly urbanized community, there is also a concentration of families in which only one parent is present. Usually it is the father figure that is missing. Furthermore, the parents are often so preoccupied with earning a living

that they do not have the time or energy to establish an effective relationship with the school. The traditional procedures for communication with such parents are, in most cases, inadequate, particularly in an urbanized setting such as the Garfield community in Seattle. The PTA, formal letters sent home, formal conferences with teachers and special service people, local newspaper articles, and even telephone calls by professional school people fall short in establishing an effective communication and involvement with many parents. Therefore,

We recommend that schools employ Home-School Aides who live in the community to improve communications with parents who do not respond to the traditional communication procedures.

These Home-School Aides could be volunteer or paid, full or part-time. It is most important that they be members of the immediate community and that community parents feel they are "one of them".

CURRICULUM

Well-funded, well-organized schools with outstanding personnel still do not provide quality education if what they teach is not what the students need.

The first problem in Washington schools' curriculum that must be stressed is relevancy. All courses must be relevant to the life experience of the students that will be taking them. This does not mean one cannot study Greek literature or Roman art. What it does mean is that a constant effort must be made to relate any subject to the student and what he encounters outside the classroom.

The relevancy of any particular course often is more a function of the skill of the teacher rather than the course material itself. Thus, materials must be designed to help the teacher and the student to relate it to their lives and their world.

School curriculum can also be made more relevant by courses directly related to student-life experiences. Courses in minority cultures for areas where these cultures are dominant, for instance, can help to improve the image of school and, consequently, the learning process in all courses. Courses in political activity, the governmental process, and the educational system can capitalize on institutions that affect every student and can directly contribute to an informed democracy.

Curriculum has been oriented toward the college-bound student. In a state where 80 per cent of the students do not go on to gain a Bachelor's degree, this system is unfair and inappropriate for most of our students. Consequently, effective courses that will prepare those not going on to college to live and work are vitally needed. This means truly relevant and sophisticated vocational training and terminal courses in the other subjects.

The colleges, particularly the community colleges, must recognize these facts and this need. They must be willing to accept students without a college-oriented secondary education. Above all, they must be flexible enough to allow secondary schools to offer terminal educational opportunities for some people while preparing others to go on. This means an enlightened attitude toward course requirements and a willingness to allow special programs to not prejudice an applicant's chances of admission.

Our schools need to stimulate an interest in students of the community around them. This involves not so much specific courses as the method in which they are taught. The use of field trips in the community as illustrations and the study of controversial topics in the community help to promote this concern. The schools themselves, particularly the institutions of higher learning, need to become involved in the community. We can no longer afford the luxury of noninvolvement of academicians in the life and problems of our modern society. The tremendous resources of our schools need to be brought to bear on the problems of our society, not only because our world has problems, but because involvement is the greatest learning experience in the world. Therefore, we present the following recommendations.

Very crucial to the matter of urban affairs is urban planning. Yet, dissatisfaction has been expressed on several counts. One, members of the Urban Affairs Council from the eastern part of the state expressed a need for more planners with a background in physical, technical planning. Members from the western part of the state, on the other hand, expressed a need for physical planners that were more conscious of the social ramifications of their work. The obvious answer is that we need more planners with a dual background in both physical and social aspects of urban design. Therefore,

We recommend that courses of urban planning and related socio-economic problems of community development be instituted or expanded in all of Washington's four-year institutions of higher education.

Courses need to be added at other levels of education as well. In this state, approximately 60 per cent of our students receive some schooling after high school, but only 40 per cent go on to a four-year college. Only half of those who enter college eventually graduate. The point is clear, in today's society, our schools must help to prepare for the "world of work". Therefore,

We recommend that all Washington secondary schools or combinations of schools be urged to develop and offer relevant and updated vocational training courses.

The stress on relevant and updated is deliberate. Two areas of vocational preparation must be covered for effective training. These are opportunities and modern skills. Career guidance must not use the narrow "doctor, lawyer, engineer" terminology. Instead, it must teach about the various "cluster skills" involved in professional fields, and both the overlapping and the crossing over that can take place. Emphasis must be given informing students of the fields that have a real need for more people, and the preparation one needs for those fields. Therefore,

We recommend that greater emphasis be given to teaching students about the various "cluster skills" and professions in which there are needs and might offer promise after graduation.

Modern skills often required today involve much more than was ever taught by mechanical drawing or woodworking. Such skills as keypunching, appliance repair, medical and dental assistance are all needed today. These are the skills our schools could be teaching. We recommend secondary schools or a combination of schools for specific reasons. An individual school may not be able to afford the facilities necessary to teach aero-mechanics, for instance. An entire school district, however, could build an occupational skills center, or use the magnet school concept, or work with a community college to provide the necessary facilities.

Community colleges have a very important role to play in our educational system. They often serve as a decision base, an opportunity for the student to see if he really wants more schooling after high school. Their local nature enables them to perform many community services that would otherwise not be performed. The first area where they must continue and expand their emphasis is vocational training. Therefore,

We recommend that community colleges offer more training in basic occupational skills to high school dropouts.

Such students should be placed on a job somewhere first and then sent to the college part-time to learn the vocational skills and receive allied basic education. These programs should not be limited to high school graduates, because the greatest need is found among the dropouts. They are the people who really suffer from lack of training and the consequent inability to get a job.

High school dropouts who show academic ability should be encouraged to go back to school. Since many are older or have problems of home environment or high school records that make them unwilling to return and unable to function in a high school environment, the community college could offer special programs to equip these people for college. Therefore,

We recommend that community colleges develop new programs to educate high school dropouts who could go on to college if if they had the necessary preparation.

Community colleges also could play an active role in the development of private enterprise skills. Courses in such activities as small business operation, apartment house management and forming self-help projects could be coordinated with private industry and the community through the community college. These classes not only would train some of the residents to hold jobs, they also could train the community to create jobs. Therefore,

We recommend that community colleges offer more training in managerial skills to residents of disadvantaged areas so they may develop or maintain private businesses.

Finally, we live in a diverse and multi-group society. Our education must take note of this fact. Our schools should acquaint us with the values of such diversity and how to use it to our advantage. Therefore,

We recommend that community colleges provide courses in sensitivity training.

Courses in how to deal with cultural and racial differences are particularly valuable for people who live and work with these differences. Supervisors in businesses and teachers in schools are the two prime examples. If we are ever to solve the problem of our hard-core unemployed, for instance, the teachers who train these people and the supervisors that hire them must be sensitive to the problems caused by differences in race and culture.

The values of diversity can be taught by courses that consider different cultures and the contributions from each culture that have made Washington and the United States. Therefore,

We recommend that institutions of higher education develop and offer courses in the culture and contributions of Afro-Americans and other minority groups.

Moreover, such courses are only a first step since only twenty per cent of the students in Washington go all the way through college. Besides, college is too late to reform basic prejudices. If we are to live peacefully and gain the fullest from the diverse society in which we live, the understanding and appreciation of the culture and contributions of all the various groups that have made our country must be a part of our everyday life starting as early as possible. Therefore,

We recommend that every effort be made by all school districts to incorporate the study of Afro-American and other minority group history and cultures into all relevant courses from the first grade through graduate school.

As an over-all goal,

We recommend that every citizen have a complete high school education through the twelfth grade regardless of age.

RESEARCH

One of the major problems of any improvements in state government has been to keep a continuing flow of fresh, new ideas into the decision makers.

Innovative ideas could be used to improve Washington, whether in education or any other field. An effective way to obtain this flow of ideas often used by colleges and private businesses is the "think factory." An independent research organization made up of both government and private officials on Sabbatical leave could work on wide-ranging problems and develop ideas that the Governor and the Legislature could use. The valuable but limited work of the Northwest Regional Educational Laboratory provides a good prototype. Therefore,

We recommend that a "think factory" for state government be constituted that would have the authority to delve into a wide scope of state problems and work in a coordinating but independent research capacity with existing state government, business, labor, and educational institutions.

This organization could act as a research and coordinating center for future educational needs in Washington state.

Education is a subject that needs continuing evaluation in order to keep up with the changing requirements of a growing state. Consequently, it merits a study group of its own to help bring education up-to-date in Washington and hopefully insure its flexibility and adaptability in the future. Therefore,

We recommend a comprehensive study of statewide and local management systems, procedures, and manpower utilization within the state system of public instruction. Included in this study would, of course, be a study of the pressing problems of school revenue and revenue distribution which is sorely needed.

This study, to be objective and successful, will need the backing and active cooperation of key state and local officials, and the public as well. It should be well publicized so that its importance is conveyed and understood by the citizens of the state.

The council or task force selected to perform it should have in its membership education administrators, representatives of the business community, tax authorities and a number of public members of various backgrounds including young people. There should be a proper balance of interests on the council and the members must be selected solely on the basis of their qualifications. An active record of participation and contribution to civic and governmental activities should certainly be a consideration in making the selections.

The study should receive necessary funds from the Legislature to do the job, including provision for necessary staff.

CONCLUSION

During the post-Sputnik decade, our American schools have developed excellent programs in the physical sciences and in mathematics. Now, the urban crisis is forcing our educational system to match that excellence in the social sciences, the humanities, and in vocational-technical education. We have also learned that it is necessary for our children's education to prepare them for the entire scope of life rather than merely for future employment.

The basic organizational structure and pattern of community-administration-teacher-student interrelationships of our present school system were formulated many years ago and have survived with only slight modifications in spite of vast changes that have occurred in the society they serve.

Nothing less than a complete reappraisal of our educational system is a vital necessity at this time in urban Washington. Many schools have been experimenting with the changes that we propose. Many teachers and administrators have been adapting readily to the changes that are essential to educating the urban child. While some changes developed by individual schools and personnel are commendable, they are not extensive enough to meet the needs of urban Washington.

Our legislators, school board members, college trustees and regents, and all professional educators must re-examine the direction and priorities in school financing, organization, personnel, and curriculum. Only by improving our educational system to make it more relevant, personalized, sensitive, and effective can we truly resolve the long-run urban problems in the State of Washington.

CHAPTER V
THE PHYSICAL ENVIRONMENT

Modern man lives in an increasingly depersonalized, technological environment. Our factories are built for production with little thought given to the human beings who work there. Our highways are built for cars, not human beings. Our suburban housing is designed unthinkingly to cause greater socio-psychological isolation of family from family. Man's physical environment should be designed to encourage the interaction of man to man.[1]

The creation of an urban environment to match the magnificence of the natural environment in the state of Washington is the challenge of our time. There is a compelling need to create for urban and suburban families a more balanced social experience. Contemporary urban communities are failing to meet the human social needs of today's families. Many of our social ills can be attributed directly to the lack of neighborhood services and identification, the resultant lack of civic pride and community involvement, and the urban ugliness which follows. In the words of one of our leading architects, "ugly communities breed ugly behavior." We have the evidence of recent outbreaks in violence to underscore this truth.

Accordingly, the Physical Environment Committee has attempted to identify those deficiencies in our man-made environment which appear to retard social progress and to contribute to the social ills of our society. The Committee did not direct its efforts specifically to the natural environment and to outdoor recreation since extensive efforts have already been initiated to conserve these resources.

The Committee divided itself into groups in order to study selected aspects of this broad field. Each group met with various experts throughout the state including pollution authorities, city planners, politicians, professors of environmental studies, clergymen, a psychologist, a psychiatrist, and a representative from a corrections center.

The staff has had assistance from the Tax Advisory Council, the Legislative Council, and the Department of Health. They also have used several reports that have preceded this one, notably the 1962 Report of the Citizens Advisory Committee to the Joint Legislative Committee on Urban Area Government, the Puget Sound Regional Transportation Study, and many reports on modernizing government.

A deep concern for Washington's physical environment has been articulated and acted upon aggressively throughout the last four years. The focus of these concerns has been on specific environmental problems, e.g. green belts, open spaces, pollution control, governmental boundaries, etc. The Physical Environment Committee has taken the view that man, his individual development, and interrelation with other men are directly and significantly affected throughout his life by the environment that surrounds him. We must consider the effect of physical environment on the total man, his physical, mental, and spiritual makeup.

An area found to warrant immediate attention was the need for frequent human interaction. Our cities bring people together in anonymous crowds, and our suburbs keep them anonymously apart. There is a critical need for activity that promotes a feeling of neighborhood and community.

Citizens of Washington state long have taken great pride in the state's beautiful, natural environment. It is with a real sense of concern and urgency, therefore, that the Committee has noted the rapidly increasing pollution of Washington's water, air and land, and the visual ugliness of Washington's congested urban areas. The Committee has noted a general lack of awareness, knowledge, and sophistication on the part of the state's citizens regarding urban design, planning, and aesthetics. Washington citizens must become aware of the need for these elements of life. Only through an informed and active citizenry can our state achieve a beautiful and pleasing environment.

Lastly, the Committee noted that citizens of Washington need to be organized in a way that is conducive to meaningful, personal involvement of indiviuals in the governmental process. This only can be done through smaller governmental units that provide the direct line of personal involvement that is needed. Without this involvement, problems of the physical environment and government in general will never be solved.

Washington's urban areas do not need to become increasingly dirty and ugly and thus cause greater alienation and uglier behavior. Instead, they can become, because of the unique opportunities one finds in an urban center, an environment in which man can achieve his fullest and highest potential.

URBAN LIVABILITY

The problem of making our cities a rewarding place to live is a complex one, and no citizens' committee could hope to study it to its full extent in nine months. We have found, however, at

[1]Dr. Mansell Pattison, Chairman of the University of Washington Department of Social and Community Psychiatry, at a Physical Environment Committee in Seattle, March 1, 1968.

least two areas where improvement is necessary and where a significant contribution can be made to the livability of our urban areas.

The first area is advanced planning. Our cities have grown so rapidly and from so many directions that little planning could adequately anticipate the growth. This problem is not limited to Washington, but, in contrast to other areas of the country, we still have the space to rectify it. The building of new cities, of demonstration living areas, and of modern industrial sites, is a project we must embark on without delay.

These new cities can be totally planned. The planners can experiment with various systems of taxation, with various forms of government, and with various modes of transportation. The information gained can provide not only rewarding home sites in these new areas, but also can be used to improve existing cities.

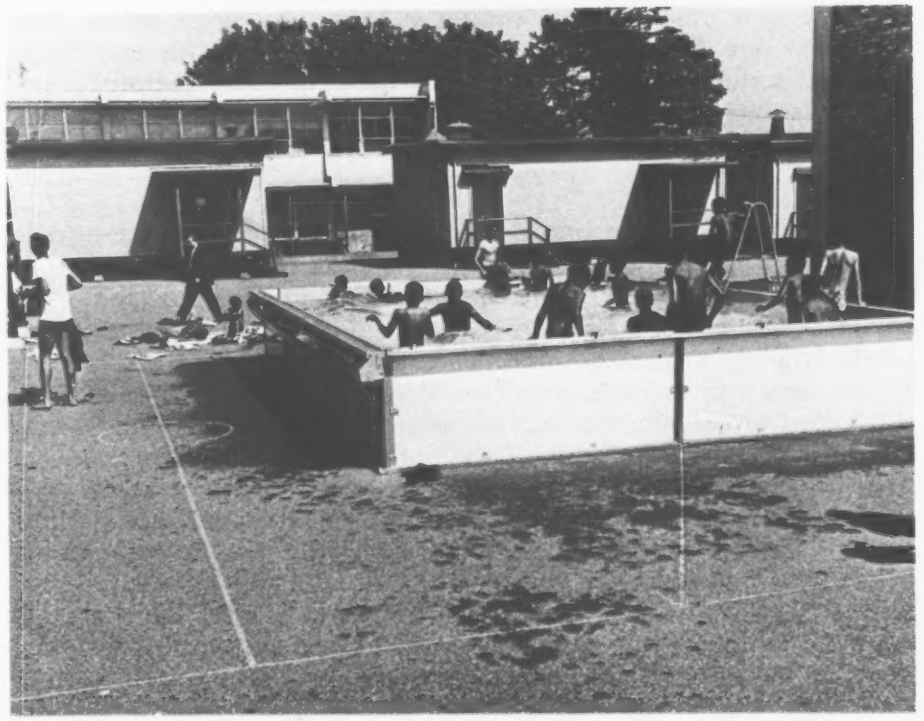
One of our major physical environment problems is the design of Washington's suburbs. The suburban areas, where most of Washington's growth has occurred in the last decade, are built in a sprawling fashion that causes socio-psychological isolation of people and a lack of true community identification. The suburbanite drives from his home to a shopping center, to a school, to a recreation site, to a church, and to a place of employment. He does not meet and interact with his neighbors within corresponding neighborhood facilities. Washington's suburbs are often not "communities," but are merely places of residency. This fact has contributed greatly to the isolation and subsequent alienation of modern urban man.

Nor have our urban cores been free from this forced isolation. Our urban citizens are thrown together in anonymous crowds and have little opportunity to interact meaningfully with their immediate neighbors. The resultant lack of personal identification with the place where one lives, and the lack of empathy for one's neighbors is a tragedy of our modern times.

Community centers, involvement in community improvement projects, and increased political activity at the grass roots level all can work to overcome this isolation. Community improvement projects enable neighbors to work together and to take pride in the improvements they jointly create. A sense of concern and a feeling of belonging all can be generated by a city that is designed with consideration given to the sense of community. Our cities that have not been built that way can change, and the process of change itself can work to solve our problems. Therefore, we propose the following recommendations.

To help overcome both the feeling of alienation in the suburb and the feeling of anonymity in the central city,

We recommend that the Planning and Community Affairs Agency, the schools, the Interagency Committee on Outdoor Recreation, and the Department of Parks and Recreation work to encourage the development, in all neighborhoods of Washington cities, community leisure-time recreation centers, where all age groups—teenagers, young adults, families, and senior citizens—can meet together freely for the pursuit of indoor and outdoor recreation, hobbies and vocational training.



These centers could use existing facilities such as churches and schools. They could be elaborate or fairly simple. The only requirement is that they provide a meeting place for all people from a given neighborhood.

To solve housing problems, we already have recommended providing funds to planning organizations within our communities. To encourage good planning within our communities even further,

We recommend that the Planning and Community Affairs Agency initiate programs to provide professional design advisory services to interested communities to develop plans for community improvement in terms of their patterns of development, appearance, and human livability.

Citizen involvement always must be the motivating force for any truly effective change. The best tool our state has for encour-

aging involvement is our school system. Therefore,

We recommend that the secondary school curriculum requirement calling for one semester of Washington state history be broadened to embrace the full responsibility of citizenship with particular emphasis on "visual literacy" among our young people and encouragement of a sense of civic pride.

"Visual literacy" refers to an aesthetic sensitivity to the world of sight. Our young people should be cognizant of both the ugliness and the beauty that surrounds them. Hopefully, this literacy will motivate them to work for the beauty and against the ugliness through constructive involvement in the planning and design of our cities.

State government should then reward this involvement with recognition. Therefore,

We recommend that a Governor's Awards Commission be instituted annually to commend those persons, both the public and private sector, that make significant contributions to the improvement of their environment.

An Awards Commission entails little cost, yet it certainly can provide significant encouragement to citizens and groups to become involved with improving the physical environment.

Finally, the answer to many of our physical environment problems could be the development of entirely new communities. Therefore,

We recommend that the State of Washington (through appropriate departments) take the leadership in guiding the development of entirely new communities, with green belts between, which might set a new standard and become a model for all communities in the state to emulate.

Thus, we make the same recommendation to solve physical environment problems that we made to solve housing problems. This duplication is one more example of the interrelatedness of both problems and solutions that are necessary to solve urban problems.

PROPERTY TAXATION

Property taxation has an extensive influence on the quality of our physical environment. The use of land is largely determined by property taxes that make the difference between profit and loss and between retention and sale. Washington has at least three major problems that must be resolved if we are to use property taxation as an improvement tool for the welfare of our state rather than as an obstacle.

The first is the need for differing rates of assessment. The Constitution of Washington says all land must be taxed at its highest potential market value. Although many of the arguments for this ruling appear to be sound, they overlook its impact on the physical environment. Greenbelts, historical sites, and residential parks all suffer because of this provision. Government should be free to use taxation to promote areas of green and areas of historical interest, rather than being required to discourage them. Therefore,

We recommend the passage of implementing legislation for House Joint Resolution 1 to permit non-urban property assessment on the basis of present, rather than potential use.

In the past, the state could act in one of two ways regarding farms and forests in close proximity to an urban area. It could take control over them and make them into parks and greenbelts. Or, it could tax them at their location's highest value and thus drive the farmer or forester out of business and the land into residential and industrial urban use. With this legislation, the state could tax such areas on their present use, that is their value as a farm or a forest, receive some tax return, allow the present owner to continue his occupation, and allow these areas to remain a welcome and necessary relief of green in an otherwise

totally urban area.

The implementing legislation must consider the incipient danger of land speculation and the practical problems of reaching a

fair assessment on land subject to such potential uses as residential and industrial development. Accordingly, we would favor application of the new assessment principle only to land which has been effectively zoned or reserved by open space covenants, and, further, that retroactive penalties be imposed where change in ownership and usage may reflect tax evasion.

A similar problem is found within urban areas. Many old buildings and sites are of significant historical interest. An office building, for example, may date from the founding of a city and still be used for office space. With rising tax costs, however, it may become unprofitable to maintain and preserve such a building. The city is faced with another dilemma. It can either take over the site or building itself and lose all tax return, or it can see the building torn down to make room for something more profitable. Therefore,

We recommend that encouragement be given by appropriate tax relief legislation for the maintenance and preservation of historical sites and buildings designated by an official agency (such as the State Historical Sites Council).

The present property tax structure itself is the second problem that prevents taxation from being an effective improvement tool for the physical environment. As pointed out in Chapter III, when a person improves his property, he is assessed more in taxes, while if he lets it deteriorate, his taxes actually decrease. This system is inherently unfair and counterproductive. The Physical Environment Committee concurs with the recommendation made in this regard.

One hindrance in our tax system is not a state tax, but a ruling of the national Internal Revenue Service. The trouble lies in the matter of depreciation allowances on demolition of deteriorated buildings.

The Internal Revenue Service permits an existing owner to write off his basis on a real estate improvement if he decides to tear it down along with writing off the cost of demolition, but if a new owner buys a piece of property with the intent of removing an old building, he must charge it to the value of the land and also charge the demolition costs to the value of the land.

In other words, the Internal Revenue Service is artifically putting up a barrier between the developer who wishes to destroy an old building and rebuild with a new use. Our recommended amendment of the income tax regulation would release the talents and resources of something in the neighborhood of 100,000 professional investors and developers on this problem of removing older buildings from urban areas. However, the state can do nothing but notify Congress of this problem and request appropriate action. Therefore,

We recommend that the State Legislature memoralize Congress to direct the Internal Revenue Service, through the appropriate actions, to change the ruling regarding depreciation allowances on demolition of deteriorated buildings.

The Housing Chapter recommended authorizing self-liquidation of costs by communities. One of the methods the communities can use to self-liquidate costs is through tax allocation financing. Therefore,

We recommend that necessary legislation be passed authorizing tax allocation financing of urban development projects by local governments.

We are proposing that Section RCW 35.81.100 (5) be repealed. This section of the State Urban Renewal Law constitutes an inadequate attempt at a tax allocation method of financing development programs as these tax techniques will be described below. It does not make mandatory the requirement that all taxing agencies within the boundaries of a renewal project participate in the financing plan. Such a change, however, probably would require a constitutional revision under our present laws.

In summary, tax allocation financing works in the following manner: wherever a local division of government which engages in revitalization activities (for present purposes these activities are usually urban renewal activities), certain costs are incurred which are not reimbursable under any present programs. In some cases these costs constitute the local share of federally assisted programs. In other cases, a local governmental unit may wish to engage in activities which are not federally assisted and the cost involved may be completely local and almost completely non-reimbursable.

Tax allocation financing provides a source of reimbursement for these costs in either approach.

A project area is delineated in a blighted district. At the date of the official initiation of such a project, all of the ad valorem property assessed values within the project are frozen. From that time on, all of the agencies receiving millage revenues from this project are guaranteed, through the life of the project and its execution, the prevailing rate at any future date of millage revenues based upon this frozen ad valorem valuation. As time goes on, the activities of the local governing body engaging in the development activity within the project area create private development which, in turn, increases the ad valorem base within the project. It is this increment of assessed value which is one of the two key factors in providing this type of financing to the local governmental unit engaging in such activities. The other factor is the mandatory participation of all other taxing agencies in this financing plan within the project boundaries.

The then combined millage rate of all taxing agencies will be applied from year to year against the increase, if any, of the assessed valuation of the project and the result of such application shall be deposited in a special fund to repay the jurisdiction which has engaged in the project activities to reimburse its costs, if any. Once all costs of this unit of government have been reimbursed, then the total assessed valuation of the completed project shall be applied against the separate millage rates in effect at that time and all taxing agencies shall share in the increased revenues.

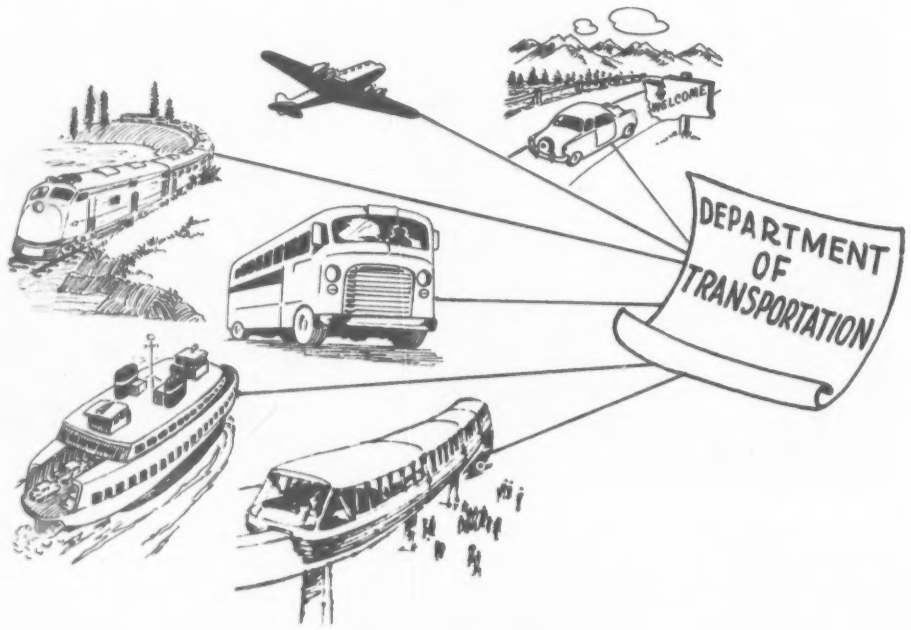
This type of financing can be used either as a repayment of advances in cash by the unit of government engaging in project activities or can be pledged as repayment for the issuance of bonds which would be authorized under this part. Such bonds are tax exempt and have successfully been sold in other jurisdictions.

A study should be made as to the advisability in the State of Washington of making such financing available not only within Urban Renewal projects but also within any other projects which are in need of development but which do not need Urban Renewal activities. For instance, most central business districts in the very core are not sufficiently blighted to warrant the application of Urban Renewal action under a state enabling legislation. On the other hand, most core areas are greatly in need of municipal activities such as landscaping, malls, parking, storm and sanitary sewers, street lighting, vest pocket parks, plazas, and traffic improvements. Such a combined municipal program usually goes hand in hand with private developmental activity on the balance of the land within the core. Tax allocation financing could be

used to reimburse the city for activities of this kind which are not otherwise reimbursable from such sources as arterial funds, water pollution, matching funds, federal beautification grants, etc. Even in the case of matching funds, the local share of such activities might be reimbursed through tax increment financing.

Finally, Washington residents must be assured that the assessors, those who administer the property tax laws, are the finest caliber possible. If property taxation is to be a social benefit rather than a social cost, then professionals must be trained and qualified to administer it with this view in mind. Therefore,

We recommend that the State Department of Revenue, cooperating with county governments, be given responsibility for the training and evaluation of property assessors. We further recommend that the Master Appraisers Institute (MAI) be requested to develop statutory professional standards that would serve as prerequisites to the office of county assessor.



TRANSPORTATION

Transportation routing poses at least two major problems. First, transportation routes are the greatest single influence of the location, development and character of urban growth. Second, highway designers have all too frequently shown an appalling disregard to both the effect of highway construction on facets of urban life other than transportation and the many alternative methods of transportation.

Building new freeways is certainly not the cure-all solution for all of our state's urban transportation needs. When a new freeway is constructed, the benefits to the public are immediately obvious—high speed access to the Central City; seventy miles an hour through areas which previously had been torturously slow. Distance becomes measured in minutes rather than miles. What is not so obvious or as pleasant to contemplate are the social costs which may also result. The ribbon of a high speed freeway can also result in a disruption of the social fabric of communities through which it passes. People, families, neighborhoods, and community growth patterns all become the victims. This does not have to be the case.

Urban transportation should be guided by the following considerations:

First, an urban transportation system should be a tool for shaping the growth of the metropolitan area and should have as its primary purpose the improvement of the quality of the environment.

Second, there should be a locally evolved solution that reflects a balance of transportation modes most appropriate for that particular area.

Third, preferential funding should not be the basis upon which mode selection is made.

Fourth, in order that transportation systems can be planned and programmed intelligently, assured long-term funding for all selected modes is essential.

Seattle, along with Chicago, Baltimore, and a few other communities, is using what has come to be known as the Design

Team Approach in planning new, coordinated systems. To a perhaps lesser degree, this approach can also be used in extending and improving existing systems. Our feeling is that the ultimate plan should not reflect the dominance of any one discipline. Rather, we should bring together at the inception a collection of skills all of whom, working cooperatively, will produce a final product that represents a blending of each, hopefully, in the right proportion. The basic assumption is that there are environmental, social, and economic considerations which should also be explored and developed as a component of our transportation plan. The design team will consist of an engineer, an economist, an architect, an urban designer, and, most importantly, the elected official or policy maker. Other skills should be added as appropriate. The urban design specialist adds a dimension which has hitherto not been available. He is an individual who, by training and experience, bridges several of the skills involved and, in addition, he should be capable of relating the total project to the community and vice versa. It is also imperative that the decision maker be actively involved on a continuing basis. The point of all this is that the community viewpoint is made a part of the project and the ultimate plan represents a product which is acceptable to the people and compatible with community goals.

Thus, the problem of transportation is the need for coordination among transportation systems, and planning that takes into account the social, economic, and environmental impact of every transportation route.

In order to insure that all modes of transportation are planned together, and that no one method dominates to such a degree that it and others are used ineffectively, we need a single agency charged with the responsibility for the whole field of transportation. Therefore,

We recommend the creation of a State Department of Transportation, with over-all responsibility for promoting balanced transportation throughout the state, to meet the needs of a burgeoning population, for whom automobile transportation alone does not provide an adequate solution.

In addition to planning all types of transportation together, we must plan transportation routes with attention given to more than merely moving people and goods. Therefore,

We recommend that the State develop (perhaps through the proposed Department of Transportation) a multi-discipline design team approach in the routing and design of new transportation routes which would recognize their social, economic, and environmental impact on communities.

In this regard, the Urban Affairs Council passed the following resolution on May 20, 1968, commending the inter-disciplinary

design team approach used by the Citizens Advisory Committee of the Spokane Metropolitan Area Transportation Study, which is as follows:

Whereas this approach to highway design throughout urban settlements for the first time embraces sociological and environmental consideration, in addition to purely economic factors, and

Whereas the effect of implementation of the Highway Department approach requires its use at the conception of new highway planning before the basic routing of the highway is established.

Be it resolved that,

1. **The Urban Affairs Council commend the Highway Department for sponsoring and participating in this study;**
2. **That the Urban Affairs Council recommend that the State Highway Department implement the design philosophy represented in the study, through a pilot project encompassing the north/south freeway proposed for Spokane; and**
3. **That the State Highway Department develop the muti-discipline capabilities in the Department to undertake this comprehensive approach to new highway design.**

Lastly, the Council has noted that public transportation, i.e., highways, naval transportation, early railroad construction, etc., has always been government supported. It is only right, then, that the various forms of urban rapid transit, buses, trains, or monorails, should also be adequately supported by government funds.

POLLUTION

Pollution is one of the most obvious environmental effects of urban growth. When we have seen the complexity of coping with individual isolated offenders, we can realize the problem of alleviating pollution by regional authorities. Each region, in addition to each community, must make a full commitment to combating pollution, and give the problem constant attention.

The State of Washington has set a nationwide example by the establishment of model air pollution laws. The formulation of statewide water quality standards is well underway. Nevertheless, we discover many areas of environmental pollution which require urgent attention if we are to maintain the distinctive quality of life and health in the State of Washington.

One difficulty involved in attacking pollution is its interrelatedness with all of the environment. We may decide that burning our garbage is polluting the air, so we dump it. But this dumping pollutes the land, so we throw it in our rivers, and get water pollution instead. In order to eliminate pollution, we must plan with a multiple-use concept instead of merely changing one form of pollution into another. Therefore,

We recommend that all pollution control activities be consolidated under one agency directly responsible to the Governor.

Three forms of pollution are becoming more extensive now from a lack of governmental authority and financing for control. We have air and water pollution agencies, but no comparable level of program in solid wastes that pollute our land. Therefore,

We recommend the establishment of a state comprehensive solid waste plan (possibly by the proposed State Pollution Control Agency), the development of control standards, the promotion of coordinated planning, and provision for controlling solid waste operations and enforcing standards.

Specific controls over the growing problem of disposal of junked automobiles should be included in any comprehensive solid waste program.

The second form of pollution with no specific controls, other than action taken against offenders by the Coast Guard, is the oil spillage in Puget Sound. The spilled oil can drift onto many beaches, and the owner of each beach is expected to clean it up. Obviously, the party that spilled the oil should clean it up. Often, however, by the time the state could force the actual offender to act, the oil has spread so badly that more damage and additional expense are entailed. Therefore,

We recommend the enactment of legislation pertaining to oil spillage in state waters and Puget Sound, which would prohibit the discharge of oily waste in these waters, establish penalties for such discharge, and give the state the power and finances to clean up oil spills and assess the costs of the operation against the offending party.

The third form is automotive exhaust. Therefore,

We recommend that the proposed State Pollution Control Agency be responsible for the inspection of and enforcement of federal standards for moving vehicles in this state.

In addition to all of these programs, we must recognize other types of pollution when trying to remove the problem of a polluted environment. The ugliness of our cities is a very real form of "visual pollution" that has a demonstrable bad effect on social behavior. Programs to remove and prevent this ugliness must be included in any planning that hopes to improve our cities and make them clean and pleasant places to live. Therefore,

We recommend that the proposed State Pollution Control Agency be of such scope that it deals with the problems of the degenerate effect on social behavior of "visual pollution".

To aid local communities in their fight against urban ugliness,

We recommend that legislation be enacted whereby aesthetics may be included as a proper standard for zoning purposes.

The State Pollution Control Agency must also set control standards for noise pollution including sonic booms.

Financing pollution control is another major problem. The financial incapabilities of many communities to implement the state's requirements seriously reduces the effectiveness of the state's program to control water pollution. Therefore,

We recommend that the State Pollution Control Agency investigate the establishment of a revolving fund and a design service to assist governmental units with the design and financing of collection and treatment facilities.

GOVERNMENTAL MODERNIZATION

Our present forms of local government were conceived before Washington experienced tremendous growth. Consequently, they are not organized or equipped to cope effectively with problems of urban growth.

Two principles are essential for effective local government. One, local government should be able to solve areawide problems through an areawide form of government. For example, many people live outside the city limits and drive to work on city streets. Road maintenance, traffic control and parking congestion are a great expense to the city, yet those drivers pay little in city taxes.

Also, many problems of pollution, transportation, communication, and industrial development can be handled more effectively on a regional basis rather than a community one. Unfortunately, few forms of government exist on a regional basis. Some form of coordination or cooperation between local governmental units should be developed in every region throughout the state.

In order to handle areawide problems on an areawide basis, many of the governments we have in the state today will have to combine or annex greater areas under their jurisdiction. Cities should ideally include the entire metropolitan area, so they can most effectively handle such problems as schooling, transportation, and pollution. No longer can the suburb expect to use a city's roads, schools and work in its industries without helping to pay for the government necessary for those privileges. Therefore,

We recommend that a positive annexation policy be enacted through legislation which, while maintaining appropriate safeguards, will encourage consolidation and expansion of incorporated areas in the interest of efficient government.

We offer no specific recommendations, since many committees have developed excellent methods. The Legislative Council Committee on Local Government this year and the Citizens Advisory Committee to the Joint Committee on Urban Area Government in 1962 are just two of the many groups one could site. We are recomending that the suggestions of groups like these be incorporated into a creative annexation policy and that the Legislature enact such a policy.

One of the elements of a creative annexation policy is the

possibility of combined city-county governments. Yet, several problems exist that would face any city-county government that was created today. No agreed upon specifications exist for combined debt limits, tax equalization or subdivisions within city-county governments. Thus, any negotiation set up now would get bogged down in controversy, not only between the city and county involved, but also with state law, state government, and the State Constitution. Therefore,

We recommend that Article II, Section 16 of the State Constitution be amended to promote combined city-county government on a financially feasible basis by providing combined debt limits, more equitable tax equalization, and the establishment of separate but related units (subdivisions) within the proposed consolidation.

The second key principle to effective local government is neighborhood representation. Each neighborhood or community should feel that it is represented on city councils and at regional conferences. The formation of broader and broader government should not preclude local concern and involvement. An areawide government with recognized local representation should be the goal of every plan for government modernization. Therefore,

We recommend that an adequately staffed and funded statewide commission on modernizing local government, broadly representative of lay citizens and elected officials throughout the state, be authorized by the Legislature and appointed by the Governor.

Perhaps some of the ideas for modernizing government could come out of the "think factory" recommended in Chapters I and II.

Finally, the key to truly effective governmental programs is to involve in planning those whom the program will affect. Therefore,

We recommend, in general, a closer working relationship be encouraged between local government, private industry, and state government throughout the state to assure intelligent, comprehensive forward planning of an area with particular emphasis on future requirements for commercial and industrial sites.

CONCLUSION

Today's decisions are determining the structure of tomorrow's community. Whenever a highway route is set, a new housing development is permitted, a new factories are constructed, etc., future living patterns are being determined. Our decision makers must carefully consider the far-reaching ramifications of their actions.

Only with a concentrated, intensive effort can the direction of our state be substantially altered to create the optimum physical environment for future urban families. The urban life could be and should be conducive to the highest and finest development of mankind's potential.

CHAPTER VI

THE NON-URBAN SECTOR

Rural kids go off to college and never return. They go to the Puget Sound area where the jobs and money are. Our small family farms have all but disappeared as the price-cost squeeze is forcing consolidation. Our small town merchants are folding up because it is impossible to compete against the city stores which are now only a couple of hours away. Our schools are being closed because we can't offer trigonometry or French 3. Our churches are closing because we can no longer afford a minister. . . . . And you ask why our rural people are moving to the city.[1]

With the attention of our nation focused on the crisis of our cities, we have often overlooked one of the crisis' main precipitating factors, the social, economic, and even physical disintegration of our rural areas. When the President's National Advisory Commission on Rural Poverty's study was made, they entitled it, **The People Left Behind.** Our Non-Urban Sector Committee certainly did not find that this lack of national attention meant a lack of deep problems. The ill effects of poverty, disease, alienation and despair were fully as present outside urban areas as inside them. These people must not be forgotten in the wake of urban concern. Concentrated efforts must be devoted to solving the problems of our non-urban areas just as we are beginning to devote serious effort to solving the problems of our cities.

One may ask why the Non-Urban Sector Committee is a part of the Urban Affairs Council. Two answers make the necessity of the inclusion clear. First, the Urban Affairs Council has not been concerned with the problems of specific geographical areas, but with the problems of people in our modern urban society. These problems are not in our cities alone, but stretch throughout the state. The Non-Urban Sector Committee made recommendations concerning education, health care, job training and opportunities, law and justice, citizen involvement, and the aged—problems that have a great affect on people wherever they live.

Secondly, we feel that a crucial relationship exists between our cities and the rest of our state. The last twenty years have seen our people move from rural areas into the cities followed by the mass exodus of former city dwellers to the suburbs leaving in their wake depressed rural communities and decaying core cities. This dreadful cycle cannot be permitted to continue. Although this chapter does contain immediate remedies for these depressed rural areas, as the other chapters do for the decaying core cities, we cannot be content to let our efforts stop there. Many of our recommendations are specifically to build vigorous, thriving communities in our non-urban areas that will halt and maybe even reverse the migration that has led to so many problems and so much misery. Only by stemming the involuntary flow of our poor, our sick, and our minorities into the core cities because they lack decent living conditions, job opportunities and governmental services in the rural areas, can we effectively solve the massive problems that beset our urban areas today.

The Committee has held hearings in Yakima, Waterville, Mount Vernon, Colville, Chehalis, and Sequim. These hearings included public representatives and citizens from these areas. The Department of Agriculture, the Department of Health, and the Office of Economic Opportunity provided background information that the Non-Urban Sector Committee used in writing its recommendations.

The staff has worked with these departments as well as the Department of Public Assistance in providing additional information. Population estimates were taken from the report prepared by the Division of Population Studies of the Planning and Community Affairs Agency. Several private transportation agencies also provided some assistance.

[1]Comments by Donald W. Moos, Director of the Washington State Department of Agriculture, at a Non-Urban Sector meeting, February 27, 1968.

The problem of Washington's non-urban sector is quite easy to state but quite difficult to solve. The problem is one of population shift. In the past eight years, 85 per cent of the population growth of Washington occurred in the ten largest counties. Although most smaller counties did experience some growth, it was a far different type of growth than that experienced by the urban areas.

The historic trend, in Washington as elsewhere, has been a population shift from the farm into the city. The nature of this shift causes several problems. First, it is the young—especially the bright youths—who have left the rural areas and have gone into the urban ones. The median age of people in Pierce, King and Snohomish Counties in 1960 was 29. By 1970, it will be 25. In contrast, counties like Lewis and Clallam are experiencing an influx of older people seeking a quiet place to retire.

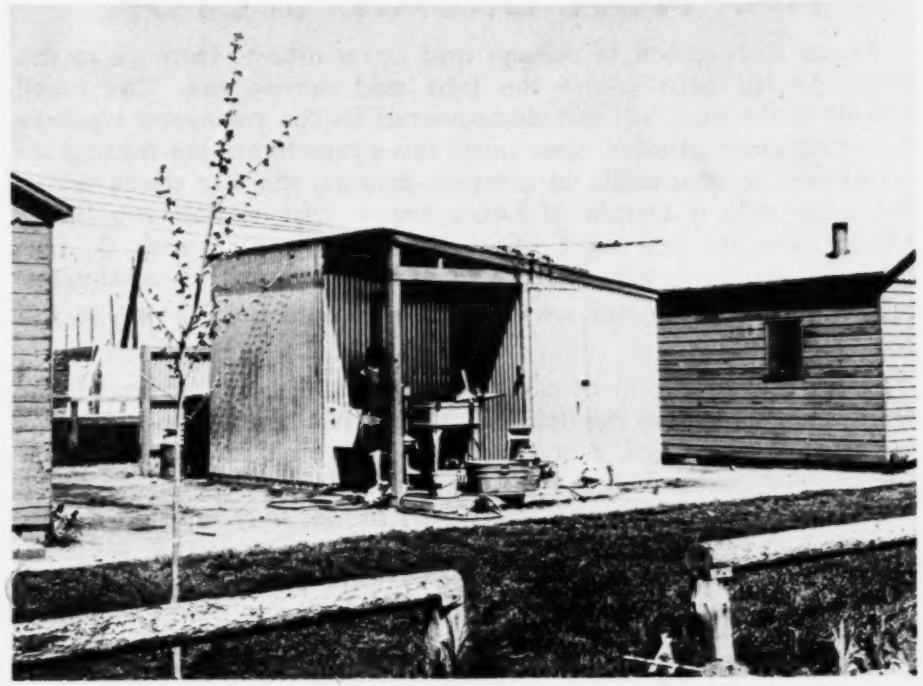
The young go into the urban areas because they think that rural areas cannot provide a comparable quality of life. The job opportunities are not as extensive. Housing is usually not as good. Governmental services like schooling, public utilities, adequate roads, and modern health care are usually not comparable. Thus, the young people who are capable often move into the city, which, even with its many problems, often does a better job than our rural areas. The people who are left are either those few families with land, wealth, and comfort or else those unable to move—the extremely poor, the unskilled, the Indian and the Mexican-American.

At the same time, rural communities are becoming retirement havens for the aged. This trend brings people either uninterested in or unable to work for improvements in the communities, such as in education and job opportunities. They realize these improvements come out of taxes on their fixed incomes, and, consequently, they become a sizable voting block resistant to change.

This unfortunate cycle has been augmented by the surge of out-of-state people into Washington. Most of these people go to our cities. Most of the others simply add to the poor in our rural areas. The migrant is one case in point. Washington has an expanding economy, one that both thrives on and supplies a growing number of people. In our rural areas, however, the economy does not function that way. Each new person compounds the plight of those already there, instead of providing additional labor and an additional market for an expanding rural economy.

Thus, we find the same problems of education, job opportunities, housing, and health care facing rural citizens that the urban ones encounter.

The rural areas have their disadvantaged persons and blighted areas just as the urban centers do. The Negro and the core city ghetto are matched by the Indian and the reservation, and the migrant and the farm labor camp. It is a problem that usually is more difficult to see, and equally difficult to solve.



EMPLOYMENT

The main employment problem in rural areas is the need for more job opportunities. There is a great need for more rural industries. Training that equips people for rural jobs is also essential. One of the greatest benefits rural jobs can provide is to keep the rural unemployed from migrating to the city and, as a consequence, adding to the unemployed there. If our state can provide opportunities for people in rural areas, we will improve the welfare of both urban and non-urban areas.

We must emphasize that job opportunities are the core of the non-urban problem. Only when the bulk of the job opportunities shifted to the urban centers did people follow. It is a substantial problem for the non-urban sector constantly to promote job opportunities. If people have jobs, they will stay to develop adequate government, education, and social services. If they do not have jobs, they usually must leave. Therefore, within the unit for nonindustrial areas recommended in Chapter II,

We recommend that the State Department of Commerce and Economic Development establish a rural services section whose

primary job and responsibility would be aiding rural communities to survey their needs and potentials in attracting appropriate industries.

In addition to job training and education recommendations throughout all chapters of our report,

We recommend that the Department of Employment Security review Manpower Development and Training Act (MDTA) programs in the State of Washington in order to develop more appropriate programs for meeting rural needs.

FARM LABORERS

Farm laborers, especially migrants, make up one group of the rural poor, and suffer the problems of poor everywhere. Problems that the Council's Non-Urban Sector Committee focused upon included those of health (covered in Chapter V), employment, housing education, and the lack of governmental services.

Migrant wage levels are a substantial impediment to the solution of all the other problems. While we applaud the hearings that are being held to consider farm laborers for governmental programs of industrial insurance and minimum wages, we consider the long-range problem to be one of selective subsidy of consumer pricing of the products of migrant laborers by present wage levels. No over-all solution of the migrant problem can be achieved without recognizing that the cost of farm produce will eventually have to reflect a just and adequate wage to the same degree that this cost reflects the other costs of production.

The Farm Housing Authority provides long-term 3 per cent loans to non-profit corporations for the construction of farm labor housing. This Federal loan assistance program is aimed at relieving the migrant housing shortage by encouraging construction through low-cost loans. Loans presently are made directly to tax-exempt bodies (counties, municipalities, etc.) at the interest rate of 3 per cent. Also, the government will insure (in essence, co-sign) loans from private sources to private parties for construction purposes and pay any interest charges resulting from rates over 5 per cent. Government insured loans from private sources can generally be obtained on a short term basis (2 to 3 years) for approximately 6½ per cent. Therefore,

We recommend that Farm Housing Authority programs presently available to non-profit organizations for 3 per cent construction money payable over a long term for farm laborers' housing be extended to individual farmers.

Perhaps the best procedure would be for the state to set aside funds to pay any interest charges above 3 per cent.

One of the major difficulties in helping migrant farm laborers is that many of them speak Spanish far more fluently than English. The Secretary of State now publishes voter information in Spanish. In addition,

We recommend that the Departments of Health, Public Assistance, and Employment Security and local school districts be encouraged to employ bilingual aides able to communicate with people in the migrant stream.

Many of the children of migrant farm laborers leave school in April and do not rejoin until late October or November because of the need for them to help in the fields. Consequently, many of these children fall farther and farther behind in school. Therefore,

We recommend that the Washington State Office of the Superintendent of Public Instruction continue to expand its migrant division and immediately request additional funds from the Federal Department of Health, Education and Welfare under the migrant section of the Elementary and Secondary Education Act. These funds should be made available for direct educational assistance to migrant and Mexican-American children. The division should actively encourage more school districts to provide summer school programs for these children. Where these summer

school programs are made available, funds for transportation to and from schools and health services should be included in the budget.

EDUCATION

Since it was found that schools have many of the same problems in the rural areas as in urban areas, we will duplicate general recommendations covered well in Chapter I. The problems considered here are those peculiar to the non-urban areas.

Above all, the State of Washington must recognize the differing educational needs of the non-urban sectors. The non-urban sector needs teachers and administrators with special training to relate well with rural areas and rural people. Quite often a semantic barrier exists between the teacher and his student. Many times the teacher and student come from entirely different cultural backgrounds, especially in relation to Mexican-Americans and Indians. Therefore,

We recommend that the curriculum in colleges of education include teacher training and experience to work with minority groups in a way consistent with minority cultural backgrounds.

The vocation training field provides a good example of the difference between urban and non-urban requirements. The cities have large industries that have their own training programs. A plant like Boeing, for example, would rather have high school graduates that it can train to become mechanics than high school dropouts with mechanical training. Small rural industries, however, cannot afford their own training programs. Consequently, they can hire only the experienced or the trained. An effective vocational training program in rural areas would assure that people from the rural areas could be hired. At present, however, most individual rural schools are too small to offer an extensive vocational-technical program. Therefore,

We recommend that occupational skills centers be developed throughout the state to allow for training in technically specialized fields.

An occupational skills center is a training institution for modern skills. By consolidating a number of skills into one institution, it can obtain a large enough student body and an efficient enough operation that it can offer the latest equipment as aids and the latest in skills as curriculum. Such facilities as laboratories for training laboratory assistants, fully equipped garages for training auto mechanics, and qualified teachers in all fields are possible using this concept.

Also, rural children often have to choose earlier than urban children which direction their education will take since they do need additional training to work in the smaller rural industries. Therefore,

We recommend that counseling programs be expanded in elementary schools.

The stronger vocational emphasis necessary in non-urban schools should not prejudice those that are willing and capable of absorbing and using an academic program beyond high school. Therefore,

We recommend that institutions of higher education broaden their normal entrance requirements to include students who have taken a sizable amount of vocationally oriented courses in secondary school.

The additional emphasis on vocational training we are advocating will require many more vocational teachers. The Division of Vocational Education does offer separate procedures for such teachers. For example, to teach a subject like auto mechanics, a teacher must have completed a training or apprenticeship program in mechanics and worked at his vocation for a minimum of three years. He can then obtain a one-year certificate to teach auto mechanics. Therefore,

We recommend that all school districts take full advantage of the special certification for vocational teachers in order to provide expanded training in vocational skills.

These teachers could do more than merely teach a mechanical skill. A school district could hire such a teacher to travel to all elementary and secondary schools within the district and acquaint young people with the advantages of and prerequisites for his vocation. Young people then will have a better idea not only of what they want to do in their schooling, but also what opportunities they have after graduation.

Finally, the school in the rural area is often a more important segment of the community than in urban areas. Rural people rely on it to promote community involvement, both by its courses and its function as a community center. The questions of curriculum and consolidation must always consider this important community role the schools play.

Among the many roles these schools fulfill, they should provide much of the stimulus within a small town for community involvement. Therefore,

We recommend that the Office of the Superintendent of Public Instruction prepare up-to-date and more relevant materials for teaching about local governments in the State of Washington in order to stimulate understandings and involvement in community affairs.

In addition, the very existence of a school system and its buildings helps to hold small communities together. The buildings are often used for community cultural and recreational centers. The quality of education is a focus of community concern. The fact is, however, that the size limitation in small schools' staffs, equipment, and such deprive some rural students of an adequate education. Therefore,

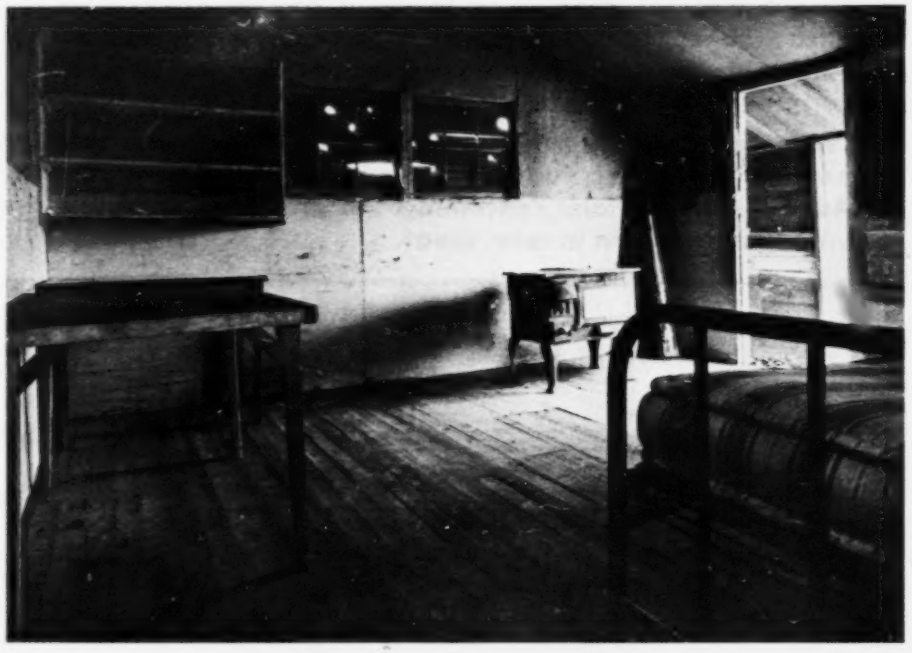
We recommend that all students in non-urban areas of Washington have the opportunity for the broadest possible educational experience, through such techniques as educational parks, occupational skills centers, and consolidation of school districts.

However,

We also recommend that prior to any decision for school consolidation, that the local communities take part in the decision making process to insure full consideration of the specific needs of the community, the value of a decentralized, personalized educational experience, the value of a high degree of community involvement in school affairs, and the community center role the schools often play in small communities.

HEALTH CARE

Rural citizens suffer from a lack of health care services more than almost any other people in the state. One of the problems has been the inability of county health departments, either through lack of funds or lack of qualified, effective personnel, or both, to deliver the minimal level of health care. Therefore,



We recommend that an interim study be made on the relationship between local health departments and the State Health Department. Careful consideration should be given to the possibility of giving the State Department either the power to withhold funds from a local department that does not do an effective job or assume full responsibility for all local health departments.

Another problem that was not mentioned elsewhere is the prevalence of disease, particularly skin disease among migrant children. Migrant laborers' children often are kept out of school because their health condition is a hazard to the school. These students, however, need their education even more than other students and some means must be found to enable them to receive it. Therefore,

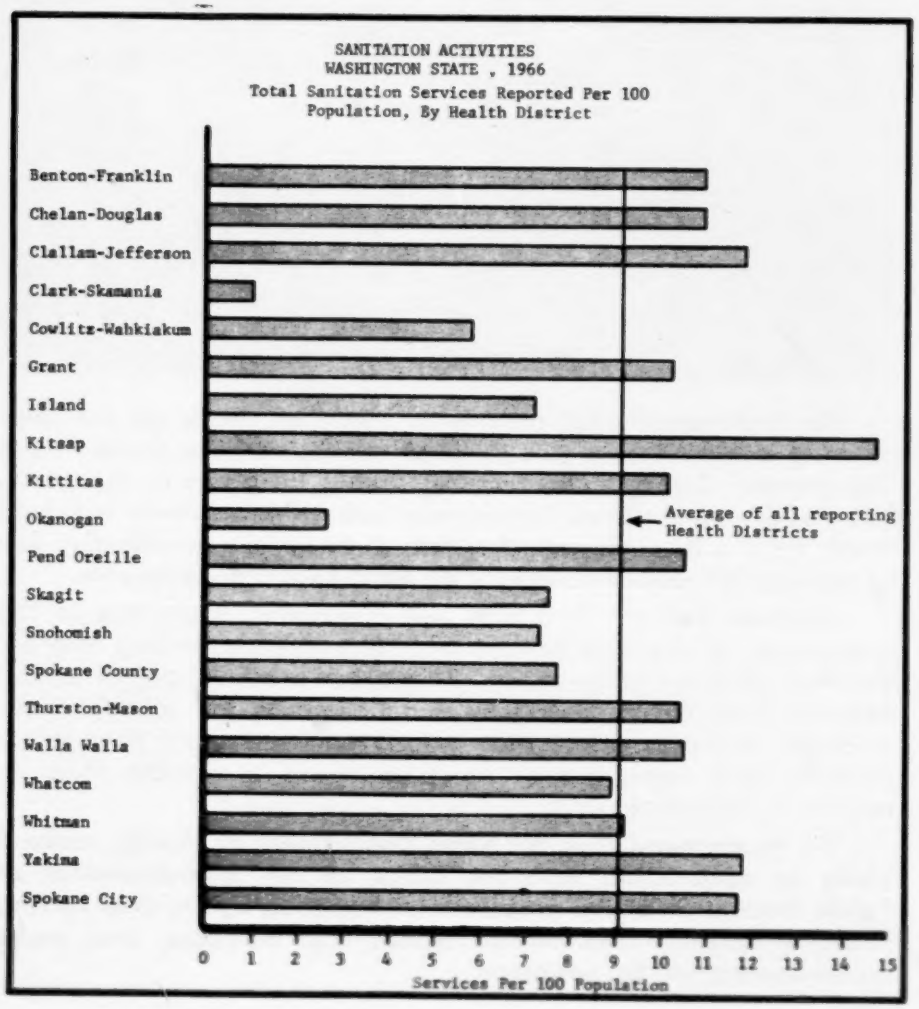
We recommend that the State Department of Health make a study in conjunction with the Office of the Superintendent of Public Instruction of the problems encountered by children having health problems, such as contagious skin diseases, and make recommendations for solutions.

TRANSPORTATION

The critical problem of rural isolation could be resolved with an adequate transportation sytsem.

Rural areas have a different problem with transportation than urban areas. In urban areas, the problem is to move large amount of goods and a large number of people short distances. In rural areas, the problem is to move smaller amounts and a smaller number longer distances. Thus, in any study of transportation in this state, we must recognize the differing problems of our urban and rural areas. Therefore,

We recommend that the Governor appoint a citizens advisory committee to the appropriate state department to study and make recommendations concerning the problems of public and private transportation in rural areas.



LAW AND JUSTICE

Two problems appear especially to trouble the rural areas. The first is the fact that many county and small town law enforcement officials are hired and serve without ever receiving adequate, up-to-date training. Since two State agencies are trying to incorporate the latest in law enforcement techniques, including community relations, no great barrier exists to making this information and expertise available to help out the rural law enforcement official. The Washington State Law Enforcement Officer Training Commission is currently developing programs in community colleges for this purpose. The Planning and Community Affairs Agency is also working in this area since they have been designated by the Governor to administer the Federal Omnibus Crime Legislation and funds. To assure that appropriate actions are taken in this area,

We recommend that the Governor designate a State agency to provide staff services to local law enforcement agencies, especially in rural areas, for more extensive and sophisticated training. In addition to law enforcement techniques, these services should include training in community relations.

A second problem was mentiioned often at our hearings. People testified that food prices were abnormally high in poverty and minority areas. Therefore,

We recommend that the Consumer Protection Division of the Attorney General's Office study and, if appropriate, act on the alleged problem of inconsistent prices in food markets in the areas serving the poor and minorities.

The Office of Economic Opportunity's legal assistance should be used more readily by the rural community. Rural towns should institute public defenders.

CITIZEN INVOLVEMENT IN CIVIC AFFAIRS

A major problem found throughout our state, but of particular significance in smaller communities, is the deplorable lack of citizen involvement in civic affairs. Many citizens are unaware of how they can be active. Knowledge of what the individual citizen and citizen groups can do to effect changes in the community would encourage more active and meaningful participation. Therefore,

We recommend that action which would stimulate citizen involvement in community affairs be stimulated and initiated by

local governments, community colleges, secondary schools, and private groups.

Citizen advisory groups, such as the Urban Affairs Council, can do much both to stimulate involvement and to serve as a means of cultivating change. These groups should follow the principle of broad-based representation. Since much reform in health care, housing, physical environment, etc., affects disadvantaged persons, they should be included on such groups. Therefore,

We recommend the increased use in city, county and state governments of citizens advisory groups that would include disadvantaged persons.

One of the greatest dangers Washington faces is that it will lose the interest and involvement of its young people. The young men and women of today graduate from high school and/or college wanting to take their place in society, and often are most willing to work to improve it. The large number of volunteers for the Peace Corps and VISTA is an illustration of the willingness to be activists. Often, however, this willingness to help and work is destroyed by the feeling of alienation experienced by today's young people. In rural areas, many youths feel they can do nothing to improve the quality of life around them. Consequently, they leave or become apathetic.

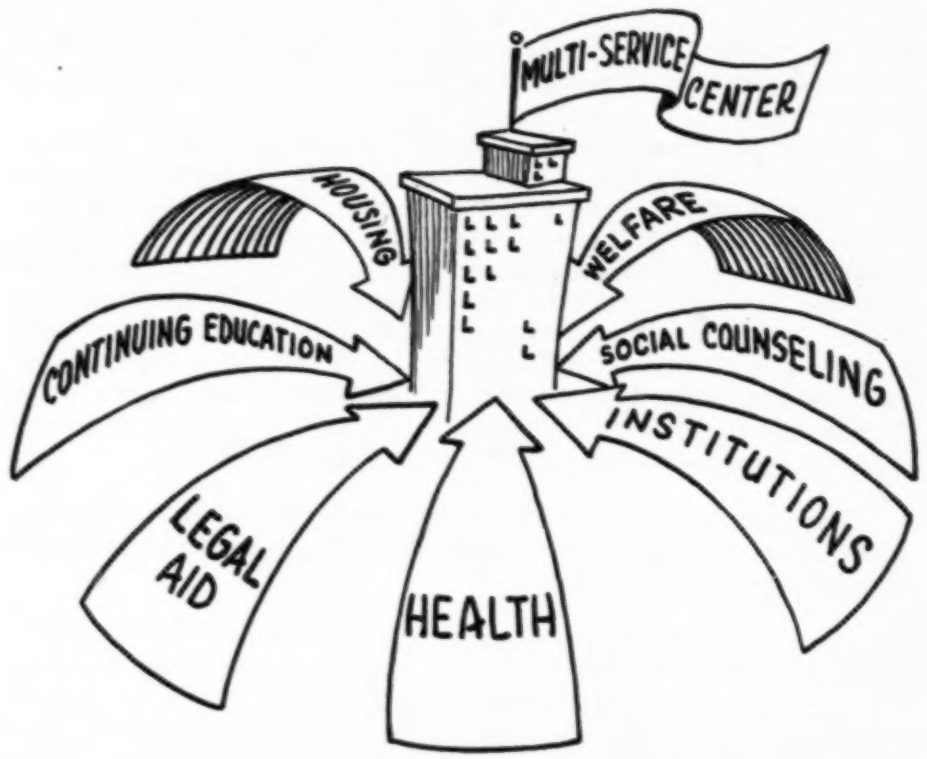
One of the first steps to channeling their youthful energies into constructive projects is to provide them with an opportunity to participate as fully as possible in the affairs of their community. Therefore,

We recommend that the voting age be lowered to 18 years of age in order to encourage and maintain interest and involvement of youth in community affairs.

Young people between the ages of 18 and 21 would make up less than 10 per cent of those eligible to vote if the legal age were lowered. The community, however, would benefit enormously from the involvement this action would stimulate and the energy this inclusion could turn into constructive channels.

GOVERNMENTAL REORGANIZATION

Two changes in present day government in Washington could be of enormous benefit, particularly to the rural areas of our state. One, the multi-service center concept could be used more extensively. In rural areas, people often have to travel a long way to take advantage of governmental services such as health care and employment counseling. Having all services near one another would greatly reduce transportation problems. Multi-service centers also make referrals and service on all problems easier for the citizen to obtain. Therefore,



We recommend that the multi-service center concept be adopted as the ongoing pattern of human resource-related departments through the state of Washington.

Two, we were struck by the needless duplication of many governments and the inability of localized government to attack areawide problems. Also, many of our governmental units are so small that they simply do not have the resources to do an adequate job. Consolidation is a complex problem, however, and consolidation that removes local representation is no solution at all. Therefore, we strongly concur with the recommendation in Chapter IV calling for the formation of a statewide commission on the modernization of local government.

TAXATION

Few residents of Washington are satisfied with our system of taxation. For those in Washington's rural areas, it poses several particular hardships. One is the reliance on the property tax. Property taxes may be the only feasible tax in areas of much land and few people. However, taxes designed for areas where each individual holds a small amount of property (as in urban areas) work undue hardships on rural areas with large amounts of land per person. Therefore, we concur with the recommenda-

tion in Chapter I for comprehensive tax reform including limiting property taxes to 25 per cent of true and fair property value at the 40-mill limit.

While our present welfare system makes provisions for regular property tax charges, it does not provide for special charges. If a special levy is imposed, for instance, the welfare recipients' allowance does not increase. Since the increase is often a high percentage of what they would normally spend on food and clothing, welfare recipients are understandably reluctant to face these special charges. Consequently, they become a force voting against special levies and bonding issues and, thus, retard progress for the entire community. In non-urban areas which have higher percentages of unemployed and senior citizens, this force against progress becomes a critical problem. Therefore,

We recommend that the Department of Public Assistance allow more funds to welfare recipients when they are assessed special property charges.

Another rural hardship is that the difficulties of communication and transportation make special elections extremely difficult. The requirement of 60 per cent for special levies is an unrealistic number to expect anyone or any issue to receive and unfair in a democratic republic that is premised on a majority rule basis. This is particularly true in rural areas where communication is more difficult and the inherent tendency is to vote "no" when in doubt. Therefore,

We recommend that the State Constitution be amended to allow a simple majority of those voting to determine the passage or failure of special levies and bonding issues.

On a more positive note, taxation policies can be used as a strong inducement for industry to move into rural areas. Tax incentives can encourage business to locate their plants in areas such as rural communities that have unemployment problems. This field is highly complex, so we offer no specific recommendations. We do, however, strongly urge that both the state and local governments use tax incentives to encourage industry to move into areas of unemployment.

Since many small municipalities simply do not have an adequate tax base, they cannot provide essential government services. Many cannot qualify for federal programs due to a lack of matching funds. Yet, the needs of these communities require funds. Health care facilities, school buildings, etc., are all expensive. Road repairs and fire protection often cover more area than in urban centers. State aid to communities is both necessary and efficient on a block-grant basis. However, a formula that sends paltry amounts to certain communities is almost worse than one that sends no money to these communities at all. We need to insure that block grants to communities and all state aid are used in a way that provides the most help to the community. Therefore,

We recommend that more sophisticated formulas be used to distribute block grants of state funds to local communities.

Finally, in Chapter III the extremely effective role the state could play in helping local communities obtain federal funds was mentioned. The same procedure could be used for all programs in which the federal government gives grants to local communities on a block-grant basis. Therefore,

We recommend that the Planning and Community Affairs Agency determine those communities that cannot qualify for federal programs due to a lack of matching funds and provide state funds for a portion of the non-federal funding requirements in those cases.

THE AGED

Many of our rural counties are becoming retirement havens for the elderly. As has been noted, with this group comes special problems.

A problem that has not been mentioned is the quality of their lives. The physical toll of years and society's seeming indifference to their problems cause many elderly people to withdraw from society. This withdrawal though, is a hindrance to the community. These people may vote "no" or simply not vote on special levies,

bond issues, and such. Consequently, as a step towards improvement, each community needs to assure that its older citizens have full and active lives. Therefore,

We recommend that the State Council on Aging study the problem of environmental conditions of the aged in the State of Washington with a view to providing for full, active lives for our senior citizens.

Of particular concern are those senior citizens who can no longer live alone but do not want the hospital atmosphere of a nursing home. Some solution to their dilemma must be found.

Also, Washington citizens always have reserved the historic right of parents to give their homes to their children. Yet, in the case of our older citizens on welfare, this historic right is not allowed. The recipients must receive "fair market value" for any asset they give to someone, and they cannot receive welfare as long as they have cash or savings assets greater than $200. They can live in their own house and still receive welfare payments. As a compromise measure, we believe that they should be able to give the house to their children and yet continue to live in it and receive welfare payments.

This procedure would not cost the state any more and yet, it would allow these elderly persons to be sure that his children will have a home after his death without having to wait for settlement of a will or having to pay inheritance taxes. Therefore,

We recommend that welfare recipients be allowed to quit-claim deed their property while reserving life estate privileges without losing their welfare payments.

INDIAN AFFAIRS

Indians are the most disadvantaged group in Washington state. Indian reservations are often worse places to live in than urban ghettos. An inordinate commitment in time, effort, and funds will be necessary in order to provide adequate services and job opportunities to these people.

Indians have an understandable sense of pride, however, that makes it difficult for outsiders to work with them. Consequently, a serious commitment to helping the Indians must include using Indians as contact people. These people have vast needs in health, job opportunities, education, and all other governmental services. Consequently, these departments of government must use or hire Indians if they are to become effective. Therefore,

We recommend that those state agenices located in counties having a large number of Indians follow the State Department of Employment Security's lead and take steps to attract Indians to their staff in order to increase communication and the level of service to this group.

Health problems are a major handicap to Indians in this state. Therefore,

We recommend that the Comprehensive Health Planning Council study in depth the health needs of Indian citizens in the State of Washington, calling upon tribal members, both on and off the reservation, Indian groups, and appropriate agencies both federal and state having some responsibility in this area to help insure that the health needs, including dental, of the Indian citizens will be adequately met.

Finally, in line with our recommendations in the first chapter,

We recommend that school districts serving members of Indian youngsters undertake to attract Indians, both professional and non-professional, to their staffs.

GENERAL RECOMMENDATIONS

The over-all impression we are left with is that rural citizens feel events are swirling past them. Government is becoming increasingly concerned with the problems of the cities at the expense of the rural areas, and industry is choosing the city nearly 100 per cent of the time. Rural citizens and government need help in working with each other to improve our rural areas and, thus, improve the quality of life for all of Washington. Therefore,

We recommend that the Governor appoint a Citizens Advisory Council on Rural Affairs which would work with the Department of Agriculture, the Office of Economic Opportunity, and the Planning and Community Affairs Agency to provide continuing dialogue with rural citizens.

CONCLUSION

Washington's urban problems will not be completely resolved by the treatment of symptoms. Increasing the number of well-trained policemen, bussing students, improving transportation facilities, and such, may help, but these steps do not directly treat causes. If the migration sequence from rural areas to cities to suburbs could be stopped or reversed, the pressure on the urban areas would be considerably lessened. Therefore, the citizens of this state and their elected representatives should give much more attention to the plight of our rural citizenry. Their problems of employment, housing, health care, transportation, law enforcement, and such, are extensive. With a relatively small investment of time and funds, vast improvements could be made. Rural citizens should have equal rights of access to the processes of government in the solution of their problems. Urban citizens and representatives should realize that such investments which improve the quality of rural life will contribute greatly to the resolution of our urban ills.

PHOTOGRAPHY

Seattle City Planning Commission, cover, pages 45, 46 (top), 47-49, 52. Seattle Opportunities Industrialization Center, pages 6, 7. Pacific Northwest Bell Telephone Company, pages 9, 25. **Natural,** Spokane, page 11. **The Seattle Times,** pages 12, 14, 33, 44, 53, 55, 56. Seattle Urban Renewal, pages 15, 46 (bottom). Aerolist for Fairwood Manor, page 18. James O. Sneddon for University of Washington, page 19. Washington State Department of Health, pages 22, 54, 60. Model Cities, Seattle, page 23. Seattle Public Schools, pages 34, 36, 39. Yakima Herald Republic, pages 50 (top), 57. Seattle Housing Authority, page 52, left.

CHARTS

Non White Races, State of Washington, Calvin Schmid (Olympia: Washington State Planning and Community Affairs Agency), 1968, pages 3, 4, 31.

Teacher Supply and Demand in Washington, 1967-1968 (Olympia: Office of the Superintendent of Public Instruction), page 30.

A Report to the President on Medical Care Prices, February, 1967 (Washington, D.C.: United States Government Printing Office) page 24.

DESIGN AND ORIGINAL GRAPHICS

Jack Moody, Olympia

URBAN AFFAIRS COUNCIL
c/o Secretary of State
Legislative Building
Olympia, Washington 98501